MANUAL FOR STATE HISTORIC PRESERVATION REVIEW BOARDS

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Mission

As the Nation's principal conservation agency, the Department of the Interior has responsibility for most of our nationally-owned public lands and natural and cultural resources. This includes fostering wise use of our land and water resources, protecting our fish and wildlife, preserving the environmental and cultural values of our national parks and historical places, and providing for the enjoyment of life through outdoor recreation. The Department also promotes the goals of the Take Pride in America campaign by encouraging stewardship and citizen responsibility for the public lands and promoting citizen participation in their care. The Department also has a major responsibility for American Indian reservation communities and for people who live in Island Territories under U.S. Administration.

*Cover Photo - **Ellis County Courthouse Historic District**, Waxahachie, Ellis County, Texas. Detail of the 1895 Romanesque Revival style courthouse building designed by architect J. Ripley Gordon, for the cotton producing center of Waxahachie, Texas.*

Manual For State Historic Preservation Review Boards

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1992

FOREWORD

In the twenty-six years since the passage of the National Historic Preservation Act of 1966, the historic preservation movement has entered the mainstream of American life. From its earliest role as guardian of a handful of house museums, historic preservation has expanded into a broadly-based and systematic undertaking to identify, evaluate, register, and protect a wide range of prehistoric and historic properties associated with important aspects of local, State, and national history. This revised edition of the Manual for State Historic Preservation Review Boards recognizes the increasingly complex and multi-faceted role of historic preservation and the expanded responsibilities of the State Review Boards in that process.

This publication extends and updates an earlier manual providing guidance to State Review Boards (first printed in 1981, and reprinted in 1984). Review Boards and their members are fundamental components of the State historic preservation programs as experts, advisors, and advocates. The collective expertise found in these boards offers important opportunities and assistance for addressing the specific preservation needs of each State. The Boards offer a vital forum for achieving coordination and cooperation between the preservation professionals and lay sectors in the States and communities. With this growing role in mind the National Park Service, in collaboration with National Conference of State Historic Preservation Officers, has revised this manual to reflect the most recent preservation laws, activities, and issues in a form for easy reference and use by persons appointed to serve on State Historic Preservation Review Boards. Comments and suggestions for future revisions of the Manual are welcome at any time.

Lawrence E. Aten
Chief, Interagency Resources Division

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INTRODUCTION

The purpose of this publication is to provide State Historic Preservation Review Board members with one document that not only defines and provides guidance on the execution of federally mandated duties, but also provides an orientation to Federal historic preservation programs so that Review Boards can perform their functions within an appropriate context. Information includes the structure and function of a Review Board; the concept of comprehensive planning for preservation; the vital elements of resource identification, evaluation, registration, and protection; and specific techniques available for historic resource protection.

The National Historic Preservation Act, as amended defines the State Historic Preservation Review Board and its authority. The four primary required activities of the Review Board are to: (1) review National Register nominations and nomination appeals, (2) review appropriate documentation submitted in conjunction with the Historic Preservation Fund, (3) provide general advice and professional recommendations to the State Historic Preservation Officer (SHPO), and (4) perform such duties as may be appropriate. The first two activities are described in the chapters "Evaluating Properties for the National Register" and "Protection of Historic Resources - the Historic Preservation Fund." Because the third function, providing advice and professional recommendations to the SHPO, is a broad and general one, its discussion is not limited to a single chapter.

In practice, the operation of Review Boards varies greatly across the nation, as does the operation of the State historic preservation office itself. This program flexibility is considered to be a strong positive factor. It allows the States to adjust their individual programs to meet their own unique needs.

The National Historic Preservation Act, as amended sets the Federal statutory framework for State historic preservation offices and Review Boards. The National Park Service establishes broad national policy pursuant to Federal preservation law and provides technical advice to the States. The State Historic Preservation Officers implement their preservation programs within National Park Service policy while each determines his or her State's specific priorities for preserving historic resources. Since the States have assumed a substantial portion of the administrative activities mandated in the National Historic Preservation Act and the Federal tax laws, the importance of an efficient and effective Review Board is essential to the preservation of the State's historic resources. The contribution of each member of the board is thus vital. The intent of this manual is to provide each Review Board member with sufficient information and guidance so that he or she will be able to make a maximum contribution.

This publication was prepared by Patrick W. Andrus, National Register of Historic Places, Interagency Resources Division, with assistance from John W. Renaud, Susan L. Henry, and Stephen A. Morris, Preservation Planning Branch, Interagency Resources Division; Michael J. Auer, Preservation Assistance Division; and Caroline R. Bedinger, Historic American Buildings Survey/Historic American Engineering Record.

This publication has been prepared pursuant to the National Historic Preservation Act of 1966, as amended, which directs the Secretary of the Interior to develop and make available information concerning historic properties. The Manual for State Historic Preservation Review Boards was developed under the general editorship of Carol D. Shull, Chief of Registration, National Register of Historic Places, and its production was coordinated by Antoinette J. Lee, Historian, National Register of Historic Places.

Summary by Chapter

Duties and Membership of the Review Board details the four responsibilities of the State Review Board, the requirements for membership on the board, and the relationship of the Review Board to the State Historic Preservation Officer.

Conflict of Interest defines when a conflict of interest can arise and action required by Review Board members when faced with a conflict of interest.

The Historic Preservation Fund (HPF) grant program is explained in this section. It defines activities eligible for HPF funding, describes HPF grants, the grants application process, State reporting requirements, and the role of the Review Board in the HPF and State Plan.

Comprehensive Planning for Historic Preservation explains how the State historic preservation office brings historic preservation concerns to the broader land use planning throughout the State, and the role of the Review Board in this process.

Identification of Historic Resources explains the role of surveys in historic preservation and how the board's responsibility for reviewing National Register nominations is related to broader identification issues.

Evaluating Properties for the National Register provides guidance for the board's major responsibility for reviewing National Register nominations. This section defines the available nomination formats and the role of the Review Board in evaluating properties. Guidance is contained in a series of questions and answers related to technical aspects of nominations review, historical significance, historical integrity, National Register Criteria Considerations, and procedural aspects of nominations review.

The Environmental Review Process outlines the role of the Advisory Council on Historic Preservation, the Section 106 review, and the Determination of Eligibility process.

Certified Local Governments (CLGs) defines and explains the role of CLGs in historic preservation and National Register nominations review.

Tax Incentives reviews the Federal tax incentives available for historic preservation. It describes the application process, the applicability of the Secretary of the Interior's Standards for Rehabilitation, and problem areas in rehabilitation projects.

Documentation in historic preservation is explained in this chapter, with particular emphasis on the activities of the Historic American Buildings Survey/Historic American Engineering Record.

Public Participation and Awareness explains how the Review Board can influence public awareness of historic preservation.

The Appendix contains descriptions of National Park Service Cultural Resources Programs and other national preservation organizations, descriptions of Federal laws directly affecting historic preservation, a list of applicable Federal regulations implementing these laws, and a glossary of historic preservation terminology.

Duties and Membership of the Review Board

Old Spanish Fort (Old French Fort), Pascagoula, Jackson County, Mississippi. Built c. 1721, this building is frame construction with plastered oyster shell concrete fill. Originally part of an early French land grant, this building is believed to have been part of a palisaded complex built for the defense of early settlers. (Photo by: Hinman Advertisers).

Duties and Membership of the State Review Board

Each State historic preservation program is required by the National Historic Preservation Act, as amended, to maintain an adequate and qualified State Review Board. The Act stipulates that the State Review Board has four duties:

1. to review National Register nominations and nomination appeals;

2. to review and provide advice about the State's Comprehensive Statewide Historic Preservation Plan and the State's Annual Historic Preservation Fund Grant program;

3. to provide general advice and guidance to the State Historic Preservation Officer; and,

4. to perform other duties as may be appropriate.

The Committee Report for the 1980 Amendments to the Act amplifies that Review Boards were created to, "function primarily as professional bodies which can objectively evaluate the historic significance of properties and provide professional advice on historic preservation matters."

Thus, the general characteristics of Review Boards are three-fold:

1. **Review Boards are primarily professional bodies.** "Primarily professional" means that a majority of the members must: a. meet minimum professional requirements established in regulation by the National Park Service; and, b. represent certain professional disciplines established by the Act and amplified in regulation by the National Park Service.

This is described in more detail in the membership section of this chapter.

2. **Review Boards must be able to objectively carry out their duties.** This is the reason for the National Park

Service's requirements that all State Review Boards establish and abide by rules of conduct that avoid conflict of interest (see the chapter on Conflict of Interest).

3. **Review Boards must be able to provide professional advice on historic preservation matters.** This is why the law requires that a majority of the members must be professionals qualified in historic preservation related disciplines.

A majority of the members of the Board must be professionals qualified in the following and related disciplines: history, prehistoric and historical archeology, architectural history, and architecture.

The National Park Service (NPS) encourages States to add to the professional majority of the Review Board the broadest possible spectrum of professionals in historic preservation-related fields that meet the unique circumstances of the individual State. These, of course, vary from State to State. For example, in some, urban planning is important, in others, Native American concerns are critical. How States compose the professional majority on the Review Boards is left to the discretion of each State ensuring that the State Review Board meets the unique demands of the preservation arena at the State and local level.

All Review Board members must "have demonstrated a competence, interest, or knowledge in historic preservation."

In the broadest sense, Review Boards serve as advocates for historic preservation in their States. As committed preservationists, they provide a focal point for furthering preservation activity that fully utilizes a State's special historic resources. Review Boards are established to provide expert judgments about the historical, architectural, and archeological significance of resources in their States. As an independent body, the board can advocate the value and necessity of preservation as an active process that should be an integral part of every community.

Specific duties of Review Boards are outlined in Federal regulations (36 CFR, Part 61) which state that the Review Boards must:

1. meet at least three times a year;

2. review each nomination forwarded by the State Historic Preservation Officer to the Keeper of the National Register prior to its submission. The Review Board makes a recommendation to the SHPO as to whether the property meets the criteria for listing in the National Register. See the chapter on the National Register for a more detailed discussion of the process;

3. participate in the review of National Register nomination appeals and provide written opinions on the issues or matters of the appeal. See the chapter on the National Register for a more detailed discussion of the process;

4. provide advice on documentation submitted in conjunction with the State's Comprehensive Statewide Historic Preservation Plan and the State's Historic Preservation Fund Grant including, but not limited to, the State's grant applications, subgrant proposals, and the State's End-of-Year Report. See the chapters on Planning and the Historic Preservation Fund for a more detailed discussion;

5. provide general advice and professional recommendations to the SHPO in conducting the comprehensive statewide survey, preparing the Comprehensive Statewide Historic Preservation Plan, and carrying out the other duties and responsibilities of the State Historic Preservation Office; and,

6. adopt operating bylaws consistent with these regulations. These bylaws must address Federal minimum requirements concerning conflict of interest. See the chapter on conflict of interest for more information.

Membership of the Review Board

Each State historic preservation program is required by the National Historic Preservation Act, as amended, to maintain a State Review Board. Designated by the SHPO unless another designation process is provided for in State law, the Review Board must consist of at least five members. A majority of Review Board members must be professionals in historic preservation related disciplines. At a minimum, the fields of history, archeology (prehistoric and historical), architectural history, and architecture must be represented on the Review Board. These were selected as the core disciplines many years ago because, individuals meeting these professional qualifications are most likely to have the theoretical and practical expertise necessary to evaluate the historic significance of properties and provide the overall general advice and guidance to the State Historic Preservation Officer in historic preservation matters.

The minimum professional qualifications in **history** are a graduate degree in history or closely related field; or a bachelor's degree in history or closely related field plus one of the following: 1) at least two years of full-time experience in research, writing, teaching, interpretation, or other demonstrable professional activity with an academic institution, historical organization or agency, museum, or other professional institution; or 2) substantial contribution through research and publication to the body of scholarly knowledge in the field of history.

The minimum professional qualifications in **architectural history** are a graduate degree in architectural history, art history, historic preservation, or closely related field with course work in American architectural history; or a bachelor's degree in architectural history, art history, historic preservation, or closely related field plus one of the following: 1) at least two years of full-time experience in research, writing, or teaching in American architectural history or restoration architecture with an academic institution, historical organization or agency, museum, or other professional institution; or 2) substantial contribution through research and publication to the body of scholarly knowledge in the field of American architectural history.

The minimum professional qualifications in **archeology** are a graduate degree in archeology, anthropology, or closely related field plus: 1) at least one year of full-time professional experience or equivalent specialized training in archeological research, administration, or management; 2) at least four months of supervised field and analytic experience in general North American archeology; and, 3) demonstrated ability to complete research. In addition to these minimum qualifications, a professional in **prehistoric archeology** shall have at least one year of full-time professional experience at the supervisory level in the study of archeological resources in the prehistoric period. In addition to the minimum qualifications for archeology, a professional in **historical archeology** shall have at least one year of full-time professional experience at the supervisory level in the study of archeological resources in the historic period.

The minimum professional qualifications in **architecture** are a professional degree in architecture plus at least two years of full-time professional experience in architecture or a State license to practice architecture.

The same person may be the expert in both architecture and architectural history. Similarly, the same person may be the expert in historical archeology and prehistoric archeology.

Annually the SHPO certifies to NPS that the Review Board meets these qualifications. NPS also checks the qualifications of new members of the Review Board during the periodic State Program Review.

For "closely related fields," the National Park Service examines the content of degrees, not just the title. For example, in many colleges and universities, degrees are given in Anthropology rather than Archeology or in Art Design rather than Architecture. Thus a person could qualify in archeology with a degree called "anthropology." When a State seeks to appoint a person 1) who is qualified in a closely related field to one of the five required disciplines, or 2) who seeks to use educational background or experience in a closely related field to qualify in one of the five required disciplines, the person must have credentials comparable to the professional qualifications in the five required disciplines. For example, a graduate degree in urban planning would be minimally acceptable as a substitute for a graduate degree in history if the course work showed a preponderance of experience with historic town planning or the history of architectural, urban, and cultural landscape design.

If a different profession's representation on the Review Board would better serve the needs of the State and its program, Federal regulations permit (see 36 CFR, Part 61) the substitution of some required professional representation upon NPS approval.

All members of the Review Board must have demonstrated a competence, interest, or knowledge in historic preservation.

Review Board members should be advisors and advocates for historic preservation.

Citizens not meeting the preceding professional criteria may and should be appointed. Citizen members bring a special energy and enthusiasm to review boards. Each contributing a different perspective based on his/her own background, these dedicated preservationists have a unique opportunity to shape the historic preservation field.

The Review Board is one important means by which a State's citizens can introduce their historic preservation goals into the molding of official programs and policies. Review Board membership as a whole should, to the greatest degree possible, reflect the State's cultural and ethnic diversity. The appointment of members representing each State's multiple cultural groups may help to increase not only the involvement of those groups in preservation, but also the survey, evaluation, and protection of diverse historic resources.

The Relationship of the Review Board to the SHPO

Each of the Review Board's designated functions is vital to the success of a State's historic preservation program. As the administrator in charge of implementing the State's preservation policies in accordance with Federal standards, the SHPO is responsible for day-to-day operating decisions as well as long-range planning. The Review Board serves as an advisory body to the SHPO.

The Review Board's advisory role is deliberately open-ended. Usually Review Boards and SHPOs have a general agreement (formal or informal) concerning agendas and activities and work together in a complementary way. A State's laws regarding historic preservation help define this advisory relationship, as do the adopted bylaws of each Review Board. Generally, Review Boards advise the SHPO on the overall direction of the State program, rather than on the SHPO's day-to-day program activities.

The National Historic Preservation Act, as amended, requires the SHPO to be designated by the governor of the State. SHPOs:

1. Develop an administrative framework for the State historic preservation program, including a staff and Review Board.

2. Prepare and implement a Comprehensive Statewide Historic Preservation Plan.

3. Direct a comprehensive statewide survey of historic properties and maintain an inventory of what is known about historic and archeological resources within the State.

4. Officially recognize historic properties through:

   • preparation and submission of nominations to the National Register and through

   • provision of professional judgement on determinations of eligibility (for listing in the National Register) requested by Federal agencies.

5. Advise and assist Federal agencies, other State offices, and local governmental units in carrying out their historic preservation responsibilities.

6. Assist local governments in developing historic preservation programs that can be certified to participate in the national historic preservation program.

7. Cooperate in the integration of historic preservation planning with all levels of government and private planning and development to ensure that the need to preserve historic properties is taken into proper consideration.

8. Cooperate in the development and maintenance of a review procedure for publicly funded, assisted, and licensed undertakings that may affect historic properties within the State law.

9. Participate in the review of Federal, federally assisted, and federally licensed undertakings that might affect properties included in or eligible for inclusion in the National Register.

10. Promote liaisons with organizations of professional archaeologists, historians, architects, architectural historians, planners, and others concerned or potentially concerned with historic preservation.

11. Develop and operate a program of public information, education, training and technical assistance about the State's historic preservation program, and provide for public participation in the program.

12. Administer the Historic Preservation Fund (HPF) program within the State.

13. At the State's option, review and provide recommendations to the National Park Service on requests for certification of significance, certification of rehabilitation, and certification of local districts and State and local statutes for the Federal preservation tax incentives program.

The staff of the State historic preservation office is required to consist of at least one full-time professional in the fields of history, archeology, and architectural history in order for the State to qualify as an approved State program.

Professional qualifications for the State staff are the same as those required for Review Board members. Two or more part-time staff members may be substituted for one full-time professional as long as the equivalent of one full-time professional is available in each discipline. If a different profession's representation on the staff would better serve the needs of the State and its program, Federal regulations (36 CFR Part 61) permit the substitution of some of the required professional representation upon NPS approval.

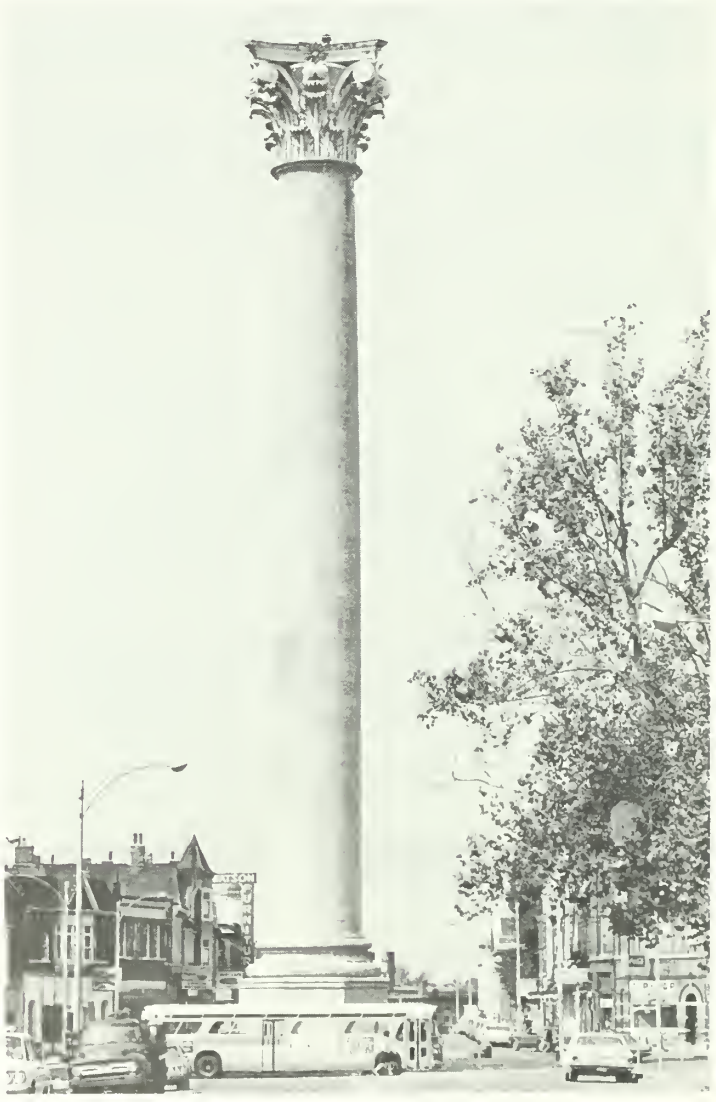
States have found the contributions of additional staff beneficial. For example, historical architects, attorneys, landscape architects, urban planners, grant specialists, and financial officers can serve as valuable staff members.

The relationship of the State Review Board and the State historic preservation office is one of mutual cooperation and interdependence. As each performs its duties, the State's historic preservation goals and objectives can be achieved.

SUGGESTED READING

National Historic Preservation Act, as amended. Available from Interagency Resources Division, National Park Service, U.S. Department of the Interior, P.O Box 37127, Washington, D.C. 20013-7127. Free.

"Approval of State and Local Programs," 36 CFR, Part 61. Available from Interagency Resources Division, National Park Service, U.S. Department of the Interior, P.O. Box 37127, Washington, D.C. 20013-7127. Free.



Grand Avenue Water Tower, St. Louis, Missouri. Works of engineering can qualify under National Register Criterion C. Constructed in 1871, this 154 foot colossal brick and stone Corinthian column was the earliest of three towers constructed in the city to house standpipes to maintain even water pressure in the area. (Photo by: W. Philip Cotton).

Conflict of Interest

Review Boards must avoid conflicts of interest (real and apparent) in their decision-making and are expected to be objective in their advice and decisions. Therefore, Review Board members cannot benefit directly or indirectly (either through financial or personal gain) from a decision in which they participate. Review Board members cannot review their own work, nor can they gain any advantage because of their position as Review Board members. For example, a Review Board member may not participate in the development of a Request for Proposals (RFP) if the member expects to submit a proposal. Similarly, a Review Board member may not participate in a subgrant award if the member could benefit directly or indirectly; or if a member belongs to a local group (CLG, non-profit, etc.) which might benefit from the subgrant. These prohibitions apply to financial or personal gain for Review Board members, their families, employees, agents, partners, associates, etc. For example, a Review Board member may not vote on the selection of subgrants if his or her firm submitted one of the subgrant proposals. These prohibitions also apply when the situation may appear to affect a member's objectivity. For example, a Review Board member may not vote on the National Register eligibility of his or her family homestead. An apparent conflict of interest also exists when a person may appear to have an unfair competitive advantage because of his/her relationship with the SHPO organization.

Whenever a real or apparent conflict of interest situation exists, it shall be declared by the Review Board member and documented in writing as soon as the conflict becomes apparent, but, at a minimum, before the issue or actions for which the conflict exists is acted upon or brought to resolution.

When a real or apparent conflict of interest arises, the person with the conflict situation must disclose the possible conflict and physically absent and recuse himself/herself from the decision-making process and neither vote directly, in absentia, nor by proxy in that matter. Those in a position to make a decision must be fully informed as to the possible conflict of the person(s) abstaining and recusing themselves. Review Board minutes must indicate which member recused himself/herself and the reason(s) for the recusal.

Individual States may have more stringent requirements than those specified here. Whatever the requirements, the conflict-of-interest prohibitions and procedures must be included in the Review Board Code of Conduct and/or Rules of Procedure. Review Board members are expected to be familiar with their State's Code of Conduct/Rules of Procedure. Review Board members must sign an annual statement attesting to their familiarity with their States's conflict of interest requirements.

These rules (or similar ones) apply to the SHPO, his or her staff, subgrantees, Certified Local Government commission members, etc. More information on State and NPS conflict of interest rules can be obtained from the SHPO and the State Ethics Commission/Officer.

***Kentucky State Capitol**, Frankfort, Franklin County, Kentucky. Constructed between 1905-1909 (Frank Mills Andrews, architect), the Kentucky State Capitol is an outstanding example of Beaux-Arts Classicism, and serves as the State's political center. (Photo by: unknown).*

Protection of Historic Resources
The Historic Preservation Fund

Thompson House, Setauket, Suffolk County, New York. Built c. 1709, the Thompson House is a distinguished example of early 18th century domestic architecture found on Long Island, and recalls the area's early agrarian settlement. This vernacular building was influenced by New England's Cape Cod and saltbox forms. (Photo by: Zak Studenroth).

An important mechanism to identify, evaluate, register, and protect historic resources is the Historic Preservation Fund (HPF) grant program. Money is appropriated from the HPF by the U.S. Congress for matching grants to the States for preservation programs that will identify, evaluate, register, preserve, and protect historic properties. Major operational authority has been delegated by the National Park Service (NPS) to the States, including the selection of projects to fund.

The National Historic Preservation Act, as amended, also provides for direct grants in special cases. Though these direct grants are administered by the National Park Service rather than by the States, NPS will often consult States on procedures and implementation of the particular direct grant program. A recent example of a direct grant program is the Tribal Historic Preservation Grant program of 1992 which provided approximately $950,000 in grants to Indian tribes for projects involving retention of native language, preservation ordinances, preservation planning, oral history, survey, preparation of National Register nominations, and research in museum collections. NPS consulted with States on the development of procedures and the selection of projects for the Tribal grant program.

State Eligibility for Funding from the Historic Preservation Fund

Only approved State programs are eligible to receive grants from monies appropriated by Congress from the Historic Preservation Fund. In accordance with the National Historic Preservation Act, as amended, all States are presumed to have approved programs which are periodically reviewed on-site by the National Park Service through the "State Program Review" process. State Program Review is a rigorous on-site examination of state historic preservation offices to determine whether the State continues to meet the requirements of the National Historic Preservation Act, as amended, government-wide requirements for recipients of Federal grant funds, the adequacy of State reports, and any requirements added by Congress in appropriating the HPF grant funds. The State Program Review process is the National Park Service's primary means of oversight of State administration of their Historic Preservation Fund grants.

State Activities Eligible for HPF Funding

Subject to restrictions set in annual HPF appropriation acts, the National Register Programs Guideline (NPS-49), and other NPS guidance, activities generally eligible for funding by the Historic Preservation Fund include the identification, evaluation, registration, or protection of historic or archeological resources carried out in conformance with the "Secretary of the Interior's Standards for Archeology and Historic Preservation." The list below includes many of the major types of eligible activities supported by the Historic Preservation Fund, but it is not exhaustive. This list is drawn primarily from Section 101(b) of the National Historic Preservation Act, as amended:

- Administering the State's HPF-funded historic preservation program;

- Conducting a comprehensive, statewide survey of historic properties;

- Maintaining a statewide inventory of significant properties and other survey information;

- Nominating significant properties to the National Register and reviewing Federal agency requests for the State's opinion on the National Register eligibility of properties;

- Preparing and implementing a State comprehensive historic preservation plan;

- Cooperating with the Secretary of the Interior, the Advisory Council on Historic Preservation, and other Federal, State, and local governments, organizations, and individuals to ensure that historic properties are taken into consideration at all levels of planning and development;

- Reviewing requests for certification from property owners wanting to use provisions of Federal preservation tax incentives;

- Preparing feasibility studies, plans, and specifications;

- Providing public information, education, training, and technical assistance relating to Federal, State, and local historic preservation activities;

- Cooperating with local governments in the development of local historic preservation programs including the Certified Local Government (CLG) program. At least 10 percent of each year's grant must be passed on to CLGs, and

- Acquiring and preserving properties listed in the National Register.

Historic Preservation Fund Grants

NPS currently awards programmatic grants to States for a broad range of eligible historic preservation activities. There are, however, some old terms that are used occasionally. HPF grants to States formerly fell into two broad categories: 1) non-construction and 2) construction. Nonconstruction grants and activities were commonly referred to as "Survey and Planning" or "S&P." In addition to survey, inventory, and planning, S&P activities include processing National Register nominations, reviewing Federal agency requests and undertakings, administering the Certified Local Government program, and all other eligible activities that do not directly and physically affect historic properties. Construction was

commonly referred to as "Acquisition and/or Development" or "A&D". Eligible A&D activities include those that acquire or physically stabilize, preserve, rehabilitate, restore, or reconstruct properties listed in the National Register of Historic Places. Though authorized by the National Historic Preservation Act, as amended, A&D activities have been restricted, from time to time, by Congress.

All activities financed with HPF assistance must conform to the administrative policies, procedures, and guidelines in the National Register Programs Guideline (NPS-49), The Secretary of the Interior's "Standards for Archeology and Historic Preservation," and supplemental instructions.

A State's annual apportionment from the HPF must be matched by the State. Survey and inventory activity, which is allowed a 70 percent Federal share by the National Historic Preservation Act, as amended, is the only exception to the 50 percent Federal - 50 percent nonfederal matching share requirement that applies to the programmatic HPF grant. Because only an overall statewide program matching share is required by NPS, the amount of matching share for individual activities, projects, and subgrants is dependent on State policy.

The State's matching share may be composed of State, regional, or local government funds, or private dollars, or donated goods, services, or property. Cash is called "hard match." Donated goods, services, and property are called "soft match." Certain non-HPF Federal funds may also be used in the matching share if the Federal program's legislation permits such use.

HPF Annual Grant Cycle

Each year States apply for HPF grant funds by informing NPS of planned activities and report on the State's accomplishments at the end of the year. The format, forms, content, and timing may change over time, but information on planned activities and annual accomplishments will always be present. Note also that the requirements described below are NPS's minimum requirements. States are always free to provide more information if they so desire.

HPF Annual Grant Application

The State annual grant application summarizes and provides estimates of activities the State wants to accomplish during the fiscal year. Once the Secretary of the Interior has notified the States that HPF grants will be awarded, the application with its share of each year's appropriation from the U.S. Congress begins the funding process.

The standard instructions for completing the application may be found in the National Register Programs Guideline (NPS-49). If it seems likely that there will be an HPF appropriation, NPS will alert the States and issue any supplemental instructions necessitated by the appropriation act. The application for a regular appropriation normally consists of standard forms and certifications, Attachment A, and a reference to the major activities/projects that the State plans to undertake. The application is comprehensively reviewed by NPS. These elements are summarized briefly below:

Standard Forms and Certifications. Standard Forms and Certifications include budget forms, obligating documents, reporting forms, federally mandated assurances, Review Board and State staff certifications, etc.

Attachment A. Attachment A consists of a statistical breakdown of the proposed State preservation program for the fiscal year, in terms of dollars, time, and products as they apply to specified Program Areas[1]. Projections of products to be completed by the State during the forthcoming year are submitted with grant applications. The Attachment A is updated periodically as new HPF awards become available or amendments are necessary. The actual breakdown of expenditures, time, and completed projects is submitted with the End-of-Year Report (see below for description).

Major Projects/Activities. The Application lists the major projects and activities to be undertaken by the State in the forthcoming year and relates these to the goals and objectives in the State's Comprehensive Statewide Historic Preservation Plan. The organization is designed to match Attachment A program areas.

[1] These program areas include: Administration; Review and Compliance; National Register; Preservation Tax Incentives; Survey and Inventory; Planning; Certified Local Governments; Development, Acquisition, and Covenants; and Other Activities.

End-of-Year Report

The End-of-Year Report is a report of what the State has accomplished during the Federal fiscal year. It includes:

- Attachment A (a statistical report of expenditures, time, and products completed during the year reported by program area);
- a report on the status of major activities/projects undertaken by the State during the year; and,
- a list of sources of nonfederal matching share (Attachment B).

The End-of-Year Report is due to NPS after the end of the fiscal year. Data provided in End-of Year Reports are used: 1) to prepare an annual, national statistical report on State historic preservation office HPF-funded activities, 2) to prepare for questions in Congressional hearings, 3) answer public inquiries, and 4) on occasion for apportionment purposes, should there be future appropriations.

Continuation Grant

HPF funds appropriated by Congress are available for spending for two years. At the end of two years, any unspent HPF money is recaptured and returned to the Treasury. To reduce the amount of money being returned to Treasury, NPS established the Continuation Grant. At the end of the fiscal year, States must close out their books for that year. Completed activities are described in the End-of-Year Report. Funds committed to uncompleted subgrants and contracts may be carried over for use in the following fiscal year as part of a new grant called the Continuation Grant. States may also carry over, as part of their Continuation Grant, uncommitted funds to be used for in-house purposes including administrative expenses. No more than 25 percent of a State's total award may be carried over as this portion of the Continuation Grant. Any uncommitted funds in excess of 25 percent are recaptured and redistributed to other States for their use.

Funds included in the Continuation Grant must be kept separate in accounting records from any funds appropriated for the new fiscal year.

Keyes Bungalow, *Altadena, Los Angeles County, California. Constructed in 1911 in the foothills of the Angeles National Forest, the Keys Bungalow is an excellent example of a picturesque California Bungalow with a Craftsman Style interior. (Photo by: William Current).*

Continuing Resolution Grant

Continuing Resolutions are enacted when Congressional action on appropriations is not completed by the beginning of a fiscal year. A Continuing Resolution is enacted to provide "stop gap" funding so that specific activities may continue operation until the regular appropriations are enacted. A Continuing Resolution Grant is awarded by the Secretary of the Interior to States to prevent disruption during this period. When a Continuing Resolution is passed, NPS may alter the usual application format depending upon the particulars of the situation. NPS will inform States what needs to be in applications for Continuing Resolution Grants.

Role of the Review Board in the HPF and the Comprehensive Statewide Historic Preservation Plan

The Board is responsible for advising the SHPO about the documentation associated with the State's HPF grant application prior to its submittal to the Department of the Interior. In their review, Board members should examine the application to determine if it adequately reflects, and if it will allow the State to achieve, the goals and objectives outlined in the Comprehensive Statewide Historic Preservation Plan (see the section on Comprehensive Statewide Historic Preservation Planning). The Annual Grant Application, while serving as the format for applying for HPF funds (see previous section on HPF Grant Application), is also a planning document. The information it contains is designed to produce, or summarize, the annual work plan for the State office. The goals and tasks it outlines are derived from the State Plan and should be directed toward achieving selected goals and objectives identified in it.

In its examination of the HPF grant application documents, the Board should also make sure that the nature of the State's past accomplishments, current activities, and future initiatives demonstrates consistency (over time and with the State Plan) and effectiveness. Over time, although not necessarily within one year, all types of historic and cultural resources (archeological, architectural, landscapes, etc.), all regions of the State, and various types of pressures facing the resources should be addressed in the application and in the State Plan. Review Board members can assist the SHPO in developing a list of professional organizations, educational institutions, media contacts, and other interested organizations which might be potential applicants.

The Review Board's function is to render a balanced, independent judgement concerning the conduct of and plans for the State's historic preservation program. The members' positions as dedicated professionals and citizen activists in preservation make their advisory role a vital one in the setting of annual priorities and the continuous shaping of a productive State preservation program.

SUGGESTED READING

National Historic Preservation Act, as amended

36 CFR 61

The Secretary of the Interior's Standards and Guidelines for Archeology and Historic Preservation.

The National Register Programs Guideline (NPS-49)

Comprehensive Statewide Historic Preservation Planning

***Watson Mill Covered Bridge**, Comer vicinity, Oglethorpe County, Georgia. This 1885 frame bridge, an important example of the patented Town lattice truss design, has a 229 foot span over the South Fork of the Broad River, and is still in use. (Photo by: James R. Lockhart).*

Historic Preservation Planning At Its Broadest

Broadly defined, historic preservation planning influences and responds to change as that change affects significant historic resources throughout the State. Change is usually social or economic in nature and is most often evident as modifications or revision to existing land use patterns. For instance, a rural county on the urban fringe becomes part of a metropolitan economy as suburban tract houses are built on land formerly used for agricultural purposes; preservation planners work to ensure that the preservation of the existing rural historic properties and their setting is considered in decisions about how to manage this new development.

In order to minimize the potential negative effect that change may have on the historic and cultural environment, the historic preservation movement must become involved in the broader land use planning arena. It must relate historic preservation to the broader land-use and developmental concerns at the Statewide and local community levels. Cast in this light, historic preservation planning is not unlike other planning interest areas (transportation planning, environmental planning, etc.). Each may have its own unique set of concerns, but each must also be concerned with the overall process of change and with guiding change in a way that takes into account its special concerns.

Setting and Communicating Priorities

Preservation planning is a way of setting priorities. Its aim is to achieve consensus among the interested and affected parties on common goals and on a future course of action to attain them. The written document that results from this consensus-building process is the Comprehensive Statewide Historic Preservation Plan. The State Plan serves both to heighten the awareness of others about the importance of protecting the State's historic resources, especially decision makers, and as a statement of public policy to be used by preservation advocates as a tool for resource protection. The extent to which a plan communicates a clear and compelling vision for the future and accurately conveys the consensus of those it affects will be the measure of its success. Plans that fail to do this will fall by the wayside.

The SHPO's Role

As the prime State agency responsible for the stewardship of historic resources in the State, the State historic preservation office takes the lead in bringing historic preservation concerns to the broader land use planning process throughout the State. The State historic preservation office's effectiveness in making historic preservation a player in this process sets an example for local governments and the private sector who may take a similar role at the local level.

The State historic preservation office's initial efforts over the years in this role may center on the inventory data which the office has gathered and interpreted. Local land use planners, and State and Federal agencies need this information in order to carry out their plans; to the extent that State historic preservation offices can use their inventories as a way of gaining access to the broader land use planning process they may be able to insert preservation concerns into the process more effectively.

Implementation Activities

As a State agency, the best place for the State historic preservation office to begin to involve themselves with land use decision making may be with other State agencies, especially those that manage land or have a regulatory function with respect to land use. Among these might be the natural resource or parks agency, or the department of environmental review. If a State agency is acquiring land for recreational purposes or for its watershed values, the State historic preservation office could advocate the inclusion of scenic and historic values into the decision-making process prior to acquisition. Similarly, when the State Department of Transportation is making long range plans for highway improvements, the State historic preservation office should consider how it could take an active role at the very beginning of the process.

State historic preservation offices have a unique opportunity to take an advocacy role on behalf of preservation in the growing number of States that have adopted statewide or regional growth management initiatives. In these States, State government now has a greater degree of control over land development which traditionally had been a local responsibility. Even in States without a statewide planning infrastructure, it will become increasingly important for State historic preservation offices to work with local governments to protect historic properties.

Historic Contexts: Where Do They Fit?

Historic contexts, the framework for organizing what is known about a class of resources in order to be able to systematically evaluate them and prioritize our preservation actions with respect to them, are equivalent to a background study for a standard land-use plan. These types of studies are essential because they provide the data upon which the plan's recommendations rely. However, in most cases, background studies are too detailed and their focus too narrow to be included in the plan document itself. A preservation plan or a preservation component in a broader land-use plan should not be a series of historic context documents; rather it should be a series of goals and objectives based in part on the data developed through historic contexts.

Evolving Definitions and Roles for the 1990s

As the national preservation program enters the 1990s, the definition of historic preservation planning conducted by

State historic preservation offices will continue to evolve. Planning will be defined more and more as everything the SHPO does to make sure that processes of change and those responsible for them consider and respect historic properties. By necessity, this requires the State historic preservation office to go beyond its traditional role as the keeper of information and expertise about historic properties to a more active role as an advocate for preservation in the broader land use decision making arena. A well documented preservation plan with compelling arguments about the importance of preserving historic properties is an essential tool for the State historic preservation office to use in this evolving role.

Role of the State Review Board

The State Review Board must take an active role in the State historic preservation office's planning process. Its participation could take many forms including acting as a sounding board for ideas developed by State historic preservation office staff, helping to run public meetings, and providing comments on drafts of planning documents. To the extent that it is aware of statewide preservation issues and opportunities, the Review Board should ensure that these are considered in the planning process. Also, if individual Board members have particular expertise in land use or community planning they may have special contributions to make and could even help the State historic preservation office become part of the broader planning network in the State.

Planning Program Minimum Requirements

The minimum requirements for Comprehensive Statewide Historic Preservation Planning program activities are found in the National Register Programs Guideline (NPS-49), Chapter 6, Section E.6. These minimum requirements:

1. reflect the evolving nature of approaches to preservation planning taken by States, NPS, and the larger professional planning community;

2. reflect the goals of the National Park Service's HPF Administrative oversight policy by relying on SHPOs to develop and define their own Comprehensive Statewide Historic Preservation Planning Process that meets the circumstances of each individual State; and,

3. by moving into the multi-year planning cycle, closely tie into the HPF Annual Grant Application Cycle.

In a nutshell, State Historic Preservation Offices:

1. Prepare a single, printed document that describes the State's Comprehensive Statewide Historic Preservation Planning Process. The State will determine the structure of its own process, but this Planning Process document (PPD) should include such information as:

- how the State Plan is developed;
- how the public is involved in the State Plan development;
- how information used to develop and revise the State Plan is acquired and analyzed; and,
- how the PPD and the State Plan will be revised.

2. Prepare a single, printed Comprehensive Statewide Historic Preservation Plan (State Plan) that is based on public involvement and addresses a full range of historic resources. The State Plan contains:

- a brief summary of how the State Plan was developed;
- an assessment of issues facing historic preservation and historic and cultural resources across the State;
- goals and objectives that provide a vision for the State and direction for the State historic preservation office; and,
- a bibliography of support documents used in preparing the State Plan.

3. Demonstrate that the State's HPF Grant Program is used to implement the State Plan.

SUGGESTED READING

Planning (General)

The following four publications are available from Planners Bookstore, 1313 East 60th Street, Chicago, Illinois 60637, (312)

955-9100 (plus $4.50 shipping and handling charges).

DeGrove, John M. Land, Growth, and Politics. Chicago: APA Planners Press, 1984. $34.95.

Smith, Herbert. The Citizen's Guide to Planning. Chicago: APA Planners Press, 1979. $16.95.

So, Frank S., Hand, Irving, and McDowell, Bruce D., eds. The Practice of State and Regional Planning. Chicago: APA Planners Press, 1985. $42.95.

So, Frank S., and Getzels. Judith, eds. The Practice of Local Government Planning. 2nd edition. Washington, D.C: International City Management Association, 1988. $39.95.

The following two publications were prepared by the Interagency Resources Division, National Park Service, P.O. Box 37127, Washington, D.C. 20013-7127, and are free upon request.

Preservation Planning: A Handbook of Technical Assistance Material for Cultural Resource Planning. 2 vols., 1987.

Morris, Stephen A. Zoning and Historic Preservation. 1989. Part of the Local Preservation series.

Selected Historic Preservation Plans

A Vision for the Future: The Georgia Historic Preservation Plan. 1989. Historic Preservation Section, Division of Parks, Recreation, and Historic Sites, Department of Natural Resources, State of Georgia, Suite 1462, East Tower, 205 Butler Street, Atlanta, Georgia 30334, (404) 656-2840.

Historic Resources Management Plan, City of Rockville, Maryland. 1986. Department of Planning, City Hall, Maryland Avenue at Vinson Street, Rockville, Maryland 20850, (301) 424-8000.

Historic Preservation Plan: City of Spokane, Washington: An Element of the Comprehensive Plan. 1981. City Planning Commission, Spokane, Washington. Historic Preservation Office, 3rd Floor, City Hall, West 808 Spokane Falls Blvd., Spokane, Washington 99201-3333, (509) 456-3240.

Big Black River Battlefield, *Smiths Station vicinity, Hinds County, Mississippi. Site of the Battle at the Big Black River Bridge, May 17, 1863. Here Confederates set up river fortifications to protect the bridge after their defeat at the Battle of Champion's Hill (part of the Union campaign to capture Vicksburg). Federal troops successfully attacked, forcing the Confederates to retreat and burn their bridges and defensive steamers. Shown in the water are the remains of the CSS Charm, burned by the Confederates. (Photo by: Billy Boyanton).*

Identification of Historic Resources

***Bishop's Palace (Gresham House)**, Galveston, Galveston County, Texas. Constructed between 1887-1893 (Nicholas J. Clayton, architect), the Bishop's Palace is an elaborate mansion designed in the Chateauesque style for Walter Gresham, prominent Texas lawyer, businessman, and politician. (Photo by: Historic American Buildings Survey).*

Identification is the process of gathering information about prehistoric and historic properties in an area, generally by means of background research and a field survey. Preservation planning emphasizes the use of information rather than simply its accumulation. The information needs of planners and decision-makers will determine the depth and range of identification activities. A **survey** is the gathering of data on the historical and physical character of a community or region through historical research and field identification. Surveys should be designed to provide information needed to make decisions for planning, evaluation, registration, and other purposes.

Most historic and archeological resources are initially identified through some kind of survey. A survey results in an **inventory**, or repository of information on specific properties evaluated as significant. Inventories contain information on historic and archeological resources, and areas surveyed which do not contain historic properties. Inventories aid in planning, evaluation, registration, and protection.

Setting Up a Survey

Although the mechanics of managing a survey will vary according to the type of survey needed, there are several features common to successful surveys. Survey efforts are most efficient when they are based on preservation planning that suggests what types of survey are most needed and where they are needed. A logical plan for surveying will result in consistency of information and cost effectiveness. State Review Boards may be called upon to review grant projects that will fund surveys.

A survey team is usually organized by a professional historian, architectural historian, or archeologist, who may be a public employee or a private consultant working for the State historic preservation office, the mayor, the regional planning commission, or a Federal agency. Persons knowledgeable about the resources to be dealt with are important participants, either as local informants or as members of the survey team.

Background research is an important element in locating and evaluating resources. Data already known from previous surveys, and about historic patterns of land use, economic change, social interaction, and technological innovation can help predict where historic sites are located, what they will look like, and what their associations will be with broad patterns of local, regional, and national prehistory or history. Such preliminary information can usually be obtained from the State historic preservation office, planning agencies, research collections of State universities, and collections in local libraries and historical societies. More specialized background data can be gleaned by examining published histories, including town histories and historical atlases. Most communities have historical societies or museums that will be of help. A basic familiarity with available ethnographic and archeological literature on the area is vital for a survey to be comprehensive.

Surveys can be designed in a variety of ways. Choosing the appropriate survey depends on the kind and purpose of information sought, how quickly it is needed, the amount of money and personnel available, and the size of the region being surveyed. "The Secretary of the Interior's Standards and Guidelines" contain specific information on survey methods and types of information that should be gathered. A useful discussion of various survey approaches is included in Thomas F. King's Archeological Survey: Methods and Uses, and National Register Bulletin 24, Guidelines for Local Survey: A Basis for Preservation Planning.

Surveys often identify properties associated with:

- development of the State or a community as evidenced by various stages of physical growth,
- major events and their influence on the State or a community's history or prehistory,
- leading individuals and significant groups in the State or a community's history or prehistory, or
- property types, organized by location, age, construction method, architect, or use.

Such broad topics of interest mean that it is impossible to collect all information about a property. Data collection is inherently selective, especially given constraints of time and money, and should be undertaken with a clear idea of its eventual use. The data should be sufficient to determine whether the resources in the inventory are of sufficient importance to be eligible for listing in the National Register, and what priority they might have in local planning. Information needed to identify and evaluate the significance of resources against the standards of the National Register includes:

- description of the property's physical appearance,
- assessment of its historic, architectural, or archeological integrity,
- statement of its significance,
- map with clearly delineated boundaries, and
- photographs.

To ensure flexibility and efficiency, this information should be collected in a format which allows it to be used for a variety of purposes, such as for a National Register nomination, or a publication. If the survey information is recorded in a computer data base, it can be combined with other information (such as text on the history of an area) for a variety of purposes.

It is important that an area ultimately be surveyed for all of the various resource types and ages that may exist there, even though one resource type — architectural, for example — may dominate at a particular time. Many historical resources have archeological components. Therefore, it is desirable for the survey team to consist of more than one professional discipline.

Survey Methods

Every survey should be based on a statement of objectives, or **research design**. The research design should include the following: 1) Objectives of the survey. For example: to characterize the range of historic properties in an area, or to identify the number of properties associated with a historic context. 2) Methods to be used to obtain the information. For example: archival research and field survey. 3) The expected results.

Survey techniques may be loosely grouped into two categories, according to their results. First are the techniques that result in the characterization of a region's historic properties. This technique might include "windshield" or walk-over surveys. This kind of survey is sometimes referred to as "reconnaissance." The second category of survey techniques provides for the identification and description of specific historic properties in an area; this kind of survey is sometimes referred to as "intensive."

Reconnaissance surveys provide a general understanding of the historic properties in a particular area. A reconnaissance survey should document: the kinds of properties looked for; the boundaries of the area surveyed; the method of survey, including the extent of survey coverage; the kinds of historic properties present in the surveyed area; specific properties that were identified, and the categories of information collected; and places examined that did not contain historic properties.

Intensive surveys describe the distribution of properties in an area; determine the number, location, and condition of properties; determine the types of properties present in an area; and record the physical extent of specific properties. An intensive survey should document: the kinds of properties looked for; the boundaries of the area surveyed; the method of survey; a record of the precise location of all properties identified; and information on the appearance, significance, integrity, and boundaries of each property sufficient to permit an evaluation of its significance.

Reporting Survey Results

Survey reports should begin with the statement of objectives or research design upon which the survey was based. The report should respond to each of the major points documenting: 1) objectives; 2) area researched or surveyed; 3) methods used, including the intensity of the coverage; and 4) results: how the results met the objectives of the survey; a results analysis; implications and recommendations; and where the compiled information is located.

Role of the Review Board in Surveys

It is important for board members to understand survey organization and processes because one of the board's primary responsibilities — the review of National Register nominations — is an outgrowth of survey. Many National Register nominations are results of surveys that have earmarked significant resources for further evaluation, registration, and protection. By knowing the structure and rationale behind the surveys conducted in their State, Review Board members are better able to obtain a perspective on the properties proposed for listing in the National Register.

There are several ways the Review Board can aid the SHPO, who is charged with managing a statewide plan for historic resource survey and inventory. Among these are:

- advising the SHPO and the State staff in the establishment of a priority system and schedule for surveys that is consistent with the State's comprehensive preservation plan;

- assisting the SHPO and State staff with ensuring adequate funding bases and appropriate procedures for surveys, including surveys by Federal agencies with projects that might affect historic resources, ongoing State surveys, locally initiated surveys, and any combination of the above;

- advising the SHPO of threatened areas or properties that need the immediate critical attention of a survey; and

- promoting historic resource surveys among government officials, private businesses, and interested citizens as vital to recognizing and evaluating preservation-worthy properties as well as integrating their protection into State and local planning processes.

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Burns, John A., ed. Recording Historic Structures. Washington, D.C.: The American Institute of Architects Press, 1989.

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Derry, Anne; Jandl, H. Ward; Shull, Carol D.; and Thorman, Jan. National Register Bulletin 24: Guidelines for Local Surveys: A Basis for Preservation Planning. Washington, D.C.: U.S. Department of the Interior, 1977. Revised, 1985, by Patricia L. Parker. Available from the National Register of Historic Places, National Park Service, U.S. Department of the Interior, Washington, D.C. 20013-7127. Free.

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King, Thomas F. Archeological Survey: Method and Uses. Washington, D.C.: U.S. Department of the Interior, 1978. Available from the U.S. Department of Commerce, National Technical Information Service, 5285 Port Royal Road, Springfield, VA 22161. NTIS order # PB284061, $19.95 paper.

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McAlster, Virginia and Lee. A Field Guide to American Houses. New York: Alfred A. Knopf, 1986.

Mueller, James W., ed. Sampling in Archeology. Tucson: University of Arizona Press, 1975. Tucson, Arizona.

National Park Service. "Archeology and Historic Preservation: Secretary of the Interior's Standards and Guidelines." Federal Register. September 29, 1983. Available from the Interagency Resources Division, U.S. Department of the Interior, Washington, D.C. 20013-7127. Free.

O'Donnell, Eleanor. National Register Bulletin 39: Researching a Historic Building. Washington, D.C.: U.S. Department of the Interior, 1990. Available from the National Register of Historic Places, National Park Service, U.S. Department of the Interior, P.O. Box 37127, Washington, D.C. 20013-7127. Free.

Parker, Patricia. Local Preservation: Questions and Answers About Historic Properties Survey. Washington, D.C. United States Department of the Interior. 1987. Free. Available from the Interagency Resources Division, National Park Service, P.O. Box 37127, Washington, D.C., 20013-7127.

Poppeliers, John; Chambers, S.A.; and Schwartz, N.B. What Style Is It? Washington, D.C.: National Trust for Historic Preservation, 1977.

Whiffen, Marcus. American Architecture Since 1780; A Guide to the Styles. Cambridge: MIT Press, 1981.

Whiffen, Marcus and Koeper, Frederick. American Architecture 1607-1976. Cambridge: MIT Press, 1981.

Brookings Hall *(Washington University Hilltop Campus Historic District), St. Louis, Missouri. Constructed in 1900, Brookings Hall, with its tower with turrets and large grids of stone-mullioned windows, is a good example of the Collegiate Gothic style of architecture, a style popular at many universities in the early 20th century. (Photo by: Washington University).*

Evaluating Properties for the National Register

***Bok Tower (Bok Mountain Lake Sanctuary and Singing Tower)**, Lake Wales vicinity, Polk County, Florida. Constructed in 1920 (Milton B. Medary, architect), this 205 foot high Gothic style tower is the centerpiece of a sanctuary planned by Edward W. Bok, author and editor of Ladies Home Journal. The sanctuary grounds were landscaped by Frederick Law Olmsted, Jr. (Photo by: Florida News Bureau, Department of Commerce).*

The National Register of Historic Places

The National Register of Historic Places is the official list of the Nation's cultural resources worthy of preservation. The National Register is administered by the National Park Service under the Secretary of the Interior in partnership with the State and Federal historic preservation offices. Properties listed in the National Register include districts, sites, buildings, structures, and objects significant in American history, architecture, archeology, engineering, and culture.

The authority of the National Register was established by the U.S. Congress with the passage of the National Historic Preservation Act of 1966. Federal regulations implementing the program are contained in 36 CFR Part 60. Listing in the National Register has the following results which assist in preserving historic properties: recognition that a property is significant to the Nation, the State, or the community; consideration in the planning for Federal or federally assisted projects; eligibility for Federal tax benefits; and qualification for Federal assistance for historic preservation, when funds are available.

The listing of a property in the National Register often changes the way communities perceive their historic resources and gives credibility to efforts of private citizens and public officials to preserve these resources as living parts of our communities. Listing in the National Register, however, does not give the Federal government any control over a property, nor does it impose any financial obligations on the owners, or obligations to make the property accessible to the public, or interfere with an owner's right to alter, manage, or dispose of their property. Historical commissions, design review committees, or special zoning ordinances are established by State laws or local ordinances. These restrictions are not governed by the National Register program, but rather by State or local governments.

The National Register is a central repository of information on historic properties. The National Register differs from other inventories of historic properties in that National Register properties have been evaluated and documented according to uniform national standards. The Secretary of the Interior's National Register Criteria for Evaluation and documentation standards are used by every State and Territory, and by Federal agencies to identify and document historic properties worthy of consideration in making preservation, planning, and development decisions.

This national inventory can be used for a variety of purposes related to planning and public awareness. Information maintained by the National Register can be incorporated into comprehensive plans, area plans, project plans, or tourism development plans, and can be integrated into Geographic Information Systems (GIS) maps that amalgamate environmental and other planning data. National Register documentation can be made part of heritage education programs to foster an understanding of history and pride in the community at the local level. Teachers can incorporate information on National Register properties into classroom curriculums to illustrate important trends in the past.

National Register Criteria for Evaluation

National Register criteria define, for the nation as a whole, the scope and nature of historic and archeological properties that are considered for listing in the National Register of Historic Places.

The quality of significance in American history, architecture, archeology, engineering, and culture is present in districts, sites, buildings, structures, and objects that possess integrity of location, design, setting, materials, workmanship, feeling, and association, and:

A. that are associated with events that have made a significant contribution to the broad patterns of our history; or

B. that are associated with the lives of persons significant in our past; or

C. that embody the distinctive characteristics of a type, period, or method of construction, or that represent the work of a master, or that possess high artistic values, or that represent a significant and distinguishable entity whose components may lack individual distinction; or

D. that have yielded, or may be likely to yield, information important to prehistory or history.

Ordinarily cemeteries, birthplaces, or graves of historical figures, properties owned by religious institutions or used for religious purposes, structures that have been moved from their original locations, reconstructed historic buildings, properties primarily commemorative in nature, and properties that have achieved significance within the past 50 years shall not be considered eligible for the National Register. However, such properties will qualify if they are integral parts of districts that do meet the criteria or if they fall within the following categories:

A. a religious property deriving primary significance from architectural or artistic distinction or historical importance; or

B. a building or structure removed from its original location but which is significant primarily for architectural value, or which is the surviving structure most importantly associated with a historic person or event; or

C. a birthplace or grave of a historical figure of outstanding importance if there is no other appropriate site or building directly associated with his productive life; or

D. a cemetery that derives its primary significance from graves of persons of transcendent importance, from age, from distinctive design features, or from association with historic events; or

E. a reconstructed building when accurately executed in a suitable environment and presented in a dignified manner as part of a restoration master plan, and when no other building or structure with the same association has survived; or

F. a property primarily commemorative in intent if design, age, traditional, or symbolic value has invested it with its own historical significance; or

G. a property achieving significance within the past 50 years if it is of exceptional importance.

The National Register criteria are broad in order to provide an analytical framework that can encompass the diversity of historic resources across the nation. The physical environment that people create for themselves in various periods of history is based upon needs, technologies, attitudes, and assumptions, all of which taken together shape a community's or a State's historic character or identity. Historical significance is based on a property's capacity to convey some aspect of that character or identity from a specific period of our history. Whether or not a property can convey this depends upon its physical integrity. It is also important to remember that historical significance is not limited to properties associated with the most important figures in a State's history or the finest examples of high style architecture. A wide variety of properties, ranging from the simple to the complex, can serve as tangible evidence of a community's cultural heritage and historic identity.

There are many methods of classifying types and arrangements of prehistoric and historic resources. The National Register uses the following definitions, and nominations are to be submitted in one of these categories:

A district possesses a significant concentration, linkage, or continuity of sites, buildings, structures, or objects united historically or aesthetically by plan or physical development.

A site is the location of a significant event, a prehistoric or historic occupation or activity, or a building or structure, whether standing, ruined, or vanished, where the location itself possesses historic, cultural, or archeological value regardless of the value of any existing structures.

A building, such as a house, barn, church, hotel, or similar construction, is created principally to shelter any form of human activity. "Building" may also be used to refer to a historically or functionally related unit, such as a courthouse and jail or a house and barn.

The term structure is used to distinguish from buildings those functional constructions made usually for purposes other than creating human shelter.

The term object is used to distinguish from buildings and structures those constructions that are primarily artistic in nature or are relatively small in scale and simply constructed. Although it may be, by nature or design, movable, an object is associated with a specific setting or environment.

Nomination Formats

Each listing in the National Register fits one of the five categories of resource types described above. A category of property may be: 1) nominated and listed individually using National Register of Historic Places Documentation Form (NPS-10-900), or 2) more than one property nominated in a multiple property format using National Register of Historic Places Multiple Property Documentation Form (NPS-10-900-b) provided that all included properties bear some significant historic or cultural relationship to each other. In either case, each district, site, building, structure, and object included in the nomination will be evaluated individually against the National Register Criteria.

The Multiple Property Documentation Form (NPS-10-900-b) is a cover document and not a nomination in its own right; it serves as a basis for evaluating the National Register eligibility of related properties. On it, the themes, trends, and patterns of history shared by the properties are organized into **historic contexts** and **property types** representing those contexts. It may be used to nominate a large number of related historic properties simultaneously, or to establish the registration requirements for properties not yet identified or documented, but which are expected to be nominated in the future. The nomination of each building, site, district, structure, or object within a thematic group is made on the National Register Registration Form. The name of the thematic group, denoting the historical framework of nominated properties is the **multiple property listing**. When nominated and listed in the National Register of Historic Places, the Multiple Property Documentation Form, together with the individual Registration Forms, constitute a **multiple property submission.** The State Review Board reviews and votes on Multiple Property Documentation forms in the same manner as all National Register nominations. Refer to National Register Bulletin 16: Guidelines for Completing National Register of Historic Places Forms for an extended discussion of nomination formats.

Role of the Review Board in Evaluating Properties for the National Register

The Review Board's evaluation of National Register nominations seeks to determine whether the registration form demonstrates that the property meets the National Register Criteria for Evaluation. The State Review Board then makes a recommendation to the State Historic Preservation Officer to approve or disapprove the nomination. Review Board members should be thoroughly familiar with the National Register regulations, all **National Register Bulletins**, and the record of former Review Boards in evaluating similar properties. The evaluation process is challenging because the concept of significance is relative, and therefore places considerable responsibility on the board members to ensure that the evaluation is carefully considered and analytical. Judging the significance of historic resources requires placing them in a variety of contexts, by asking, for example:

> How does the resource represent a theme (such as building type, or development of a historic pattern such as transportation or settlement)?
>
> How does the resource relate to or impact on the historical development of its community as a whole?
>
> How does the resource compare with similar properties in the past and how does it compare with similar properties still extant? It is not necessary to evaluate the property in question against other properties if: it is the sole example of a property type that is important in illustrating the historic context, or, it clearly possesses the defined characteristics required to be strongly representative of the context. See National Register Bulletin 15, p. 9.

Is the resource important to the local community, the State, or the nation?

In reviewing and commenting on nominations, board members should be particularly aware of strong citizen interest in nominations. Nominations are frequently prepared by citizens who may attend a public board meeting; their interest in preservation should be acknowledged and appropriately stimulated.

Review Board members should be cognizant of the impact the board has on the public's accessibility to the National Register nomination process. In recent years, some citizens have expressed the concern that documentation requirements have become so burdensome that only professional consultants can prepare nominations. The National Park Service has recently taken the following steps to address the issue of public accessibility to the nomination process:

- National Register guidelines for applying the National Register Criteria and completing National Register forms have been revised in a clear and understandable format. The new National Register Bulletin 16: Guidelines for Completing National Register Forms is contained in two separate publications: 16A contains instructions on how to complete the National Register Registration Form, while 16B provides instructions on how to complete the National Register Multiple Property Documentation Form. National Register Bulletin 15: How to Apply the National Register Criteria for Evaluation explicitly explains how to evaluate the significance and historical integrity of properties, and contains numerous examples of eligible/not eligible properties.

A new National Register Bulletin 39: Researching a Historic Property contains useful guidance on sources of information for documenting historic properties. This bulletin is particularly useful for those who do not routinely perform original historical research.

- Both the National Register Registration Form and Multiple Property Documentation Form have been redesigned and reissued in formats that are easier to use and can be used with personal computers. Templates for these forms have been sent to the State historic preservation offices for distribution to the public.

- A National Park Service publication "Questions and Answers About the National Register of Historic Places" provides guidance about minimum requirements for the National Register program.

- The National Register has prepared a casebook with examples of nominations with concise documentation and multiple property nominations. National Register Bulletin 16A includes an example of a concise, single-property nomination.

The role of the Review Board in the nomination process is to provide leadership in the recognition of the State's historic properties. The Review Board plays a key role in making the National Register accessible by recognizing that nominations need to adequately describe and justify the eligibility of the property, but that they need not be unnecessarily lengthy or technical. The goal is to provide citizens who are seeking recognition for significant properties access to National Register listing with as little frustration as possible.

When the owner or majority of private owners of a property or properties being considered for inclusion in the National Register formally objects to National Register listing, the SHPO forwards the nomination to the Keeper of the National Register for a determination of eligibility. Should the Review Board and the SHPO disagree on the eligibility of a property, either may request the National Register to decide. Anyone may appeal the refusal of the State Historic Preservation Officer to nominate a property to the National Register. In addition, anyone may appeal the nomination of a property. National Register procedures are found in 36 CFR Part 60.

Beyond the intricacies of historic judgement, other important issues faced by the Review Board are the political and economic ramifications of National Register listings. A present owner may oppose a property's listing regardless of its significance, because of a fear of being unable to develop or use the property as desired. On the other hand, an owner may push for nominating a property that does not have sufficient historical significance to justify listing in order to take advantage of certain tax incentives. **These factors shall not be taken into consideration by the State Review Board. Their responsibility is to apply professional, technical standards in an unbiased fashion to determine if properties meet the National Register Criteria.**

Citizens of the State rely upon the Review Board to render judgments about the State's historic resources. While the cultural resources programs of the Department of the Interior establish basic policy under the law and set general standards for the National Register program, the Secretary of the Interior and the Keeper of the National Register of Historic Places rely on the Review Boards and the staff of the State historic preservation offices for judgments concerning what is important within the States. Their judgments are justifiable and more predictable as a result of comprehensive

preservation planning, which places resources in a comparative context. The Review Board's role is critical to the national program because the Review Board is charged with the responsibility of applying the National Register criteria, and providing a judgement on what resources are significant and should thus receive the benefits of National Register recognition. These decisions have far reaching impact since they establish how much of the State's cultural heritage will be affected by Federal tax laws and other Federal environmental planning laws protecting historic resources.

The valuable information on historic properties documented in the National Register can now be accessed by computer. The National Register Information System (NRIS) is a data base maintained on National Register properties. It can produce indices and computerized tapes by State, county, city, or Federal agency; it can provide in-depth, full page "property reports" of a single property, or group of properties; it can generate reports by major categories such as historic and current function, or areas and periods of significance; it can summarize data by communities or by States; and it can order word searches of any text field, for example all listed buildings in a community associated with a particular period of history, or built by a particular architect, or representing a particular historic function (19th century commercial buildings). For access to the NRIS contact either the SHPO or the Information Management Unit, Interagency Resources Division, P.O. Box 37127, Washington, D.C., 20013-7127; telephone (202) 343-9552.

Some Questions and Answers About the National Register

Some complex issues are involved in the evaluation of historic resources. The National Register establishes policy and provides guidelines concerning these issues through a set of publications called the **National Register Bulletin** series. Additional publications in this series are provided periodically as needed in order to clarify policy or to provide additional guidance. The following are brief answers to some of the most frequently asked questions about the National Register. Additional information about these and other issues is provided in National Register publications. The recently revised National Register Bulletin 15: How to Apply National Register Criteria for Evaluation is particularly helpful in answering questions about resource evaluation.

The following questions are grouped into five categories: questions related to technical aspects of nominations review (questions 1-5); historical significance (questions 6-11); historical integrity (questions 12-15); National Register Criteria Considerations (questions 16-18); and, procedural aspects of nominations review (questions 19-23).

Technical Review

1. What are the main things a Review Board member should focus on when reviewing a proposed nomination?

When evaluating a nomination, Review Board members should focus on three major areas:

- Significance within local, State, or national contexts.

- Integrity — historical, architectural and/or archeological.

- Definition of what constitutes the resource, including definition of the extent of boundaries of the resource.

2. How does a Review Board member recognize well-researched and accurate historical documentation?

The Review Board evaluates a resource specifically in terms of the National Register criteria and the historic context within which the property is significant. Historical documentation and research about the property under consideration should be viewed accordingly. Technical questions concerning archeological or historical documentation are best resolved through the knowledgeable judgement of the Review Board member or the State staff person with the appropriate professional discipline or specialization.

3. How much documentation is enough?

The National Register nomination should clearly describe and state the significance of the nominated property as it relates to the National Register Criteria. There is no prescribed length for a nomination, but nominations need not be long, highly technical, or scholarly in format (for example, footnotes are not required). An explanation of the property's significance can be direct and to the point, as long as it provides a perspective from which to evaluate the relative importance of the property.

4. How does the Multiple Property Documentation Form differ from a historic district nomination?

The Multiple Property Nomination is a format for submitting groups of related properties and can include districts, sites, buildings, structures, and objects in a specific rural area, town, county, or section of a town, city, region, or State. These properties share a common association with the broad unifying themes, trends or, patterns of an area's history, such as historic events, significant persons, architectural styles, archeological types, or physical characteristics. Information common to the group of properties is documented in the Multiple Property Documentation Form.

A district, on the other hand, is itself a historic resource. It is a coherent whole, consisting of a grouping of buildings, sites, structures and/or objects that convey a sense of time and place and/or that convey significant information because of the design and relationship of component parts. There may be buildings or features in a district that do not contribute to the significance of the district. However, each resource included within the boundary of a district is part of the National Register listing, not as an individual property, but as part of the grouping or the historic environment that constitutes the district. Historic districts are documented on individual nomination forms.

5. Can properties be nominated under only one criterion or area of significance when more apply?

Yes. Any property that meets at least one of the criteria is eligible for listing, if the nomination adequately supports the property's significance under that criterion and area of significance. States are encouraged to look at all aspects of a property and to present comprehensive documentation; ideally properties should be nominated under all applicable criteria and areas of significance. However, properties will be listed in the National Register provided at least one criterion is sufficiently justified.

States may ask people preparing nominations to address more than one criterion or area of significance in the interest of gathering information and gaining a more complete understanding of the resource. When additional areas of significance are known or suspected at the time of nomination, they may be briefly described in the text as areas for further study, alerting the reader to the possibility that more research may expand current understanding of the property's significance.

6. Can a property be nominated individually if it is located within a potential historic district?

If a property is individually eligible, it may be nominated, even if it is also part of an eligible district. However, many properties are eligible only as part of a district. Individual nomination of properties in historic districts is not encouraged because this is a duplication of effort and the protection afforded the property by National Register recognition is the same.

Historical Significance

7. What is the definition of local significance and how is the distinction made between local, State, and national importance?

Historic significance is the determination that a property is important for its association with significant events or persons (National Register Criteria A and B), for their importance in design or construction (National Register

Criterion C), or for their information potential (National Register Criterion D).

Significance is evaluated primarily in two ways:

• how the resource reflects or expresses the period in which it was created (or the period in which it achieved significance), and how it fits into the context of prehistory or history in its own period; and,

• how the resource has structurally evolved over time, what physical integrity remains, and how the resource compares to other extant examples.

The level of significance of a property refers to the geographic scope of comparison between the property being nominated and similar properties. Local significance is determined by evaluating the resource within the context of the history of the locality - the village, town, city, or county. A property that is significant within the context of the State is one which, upon comparison with other resources and upon examination of the principal development patterns of the State, is found to be important either as an example of a type of structure or feature or for its expression of some theme or characteristic of the State's history. Judgments concerning State significance should be made by professionals who have a sound knowledge of a State's history and resources. As it grows, the State inventory will help provide perspective on the historic resources of specific communities, as well as of the State. The Secretary of the Interior and the Keeper of the National Register rely upon the SHPO, the State Review Board, and the State staff to provide judgments concerning local and State significance, and, in addition, to recommend resources which may be of national significance.

8. What is the National Historic Landmarks program?

Authority for the National Historic Landmarks program is based on the Historic Sites Act of 1935, which established a national policy to preserve historic sites, buildings, and objects of national significance. National Historic Landmarks are designated by the Secretary of the Interior.

National Historic Landmark recognition calls attention to properties judged to have exceptional value to the nation as a whole rather than to only a particular State or locality. Properties designated as National Historic Landmarks are also listed in the National Register of Historic Places and owners are encouraged to observe preservation principles.

Potential National Historic Landmarks are identified through theme studies and research conducted by the National Historic Landmarks Program of the NPS. In the study process, information and recommendations are solicited from the SHPO. The State is also notified when a property is going to be studied for potential National Historic Landmark designation, and given an opportunity to comment on NHL nominations. The NPS prepares an annual report to the U.S. Congress (known as tht Section 8 Report) that identifies all National Historic Landmarks that exhibit known or anticipated damage or threats to their integrity.

Properties nominated with the National level of evaluation checked will not automatically be designated National Historic Landmarks. These properties may be considered for National Historic Landmark evaluation.

9. What are the special issues involved in evaluating a rural historic district?

The fact that an area has remained rural is not sufficient justification for the establishment of a historic district. The area must meet the specific standards of the National Register criteria, with the Statement of Significance demonstrating the area's historic, architectural, or archeological importance and integrity. The appearance of the land and buildings should reflect the Period of Significance, and any changes in land use or building form should be minor and not detract from the historical sense of time and place.

Boundaries are critical elements of rural historic district nominations and should relate directly to the stated significance while emphasizing the area's integrity. Boundaries may be defined by natural features (rivers, tree lines, or topographic features), man-made delineations (historic property lines, or political subdivisions) or contemporary features (highways, or power lines). Combinations of the above may be used, but buffer zones are not permitted.

10. Are there any special considerations that should be taken into account when reviewing an archeological property?

Review of nominations for archeological properties involves looking for much of the same kinds of data as

any other historic property: descriptive information giving a specific analysis of the site or district and how this is known; contextual information which indicates how this site or district fits into current knowledge of a region's prehistory or history; and explicit boundaries and reasons for their delineation based on the known extent of the resource.

Like other types of historic properties, archeological properties may be eligible under more than one criterion. It is important to keep this in mind when reviewing archeological nominations, as the nomination form should refer to all aspects of the significance of the property, and provide support for each if the archeological site is nominated for more than one criteria or area of significance. For example, in justifying the eligibility of a site or district under criterion D, the criterion most often applied to archeological properties, the text of the nomination form should demonstrate what data are contained in the site and explain how that information is used to answer specific research questions. The importance of the information to be gained should be established by discussing the site or district in the context of current knowledge of the region's history or prehistory. For sites consisting largely of buried deposits, demonstration of potential to yield important information may involve subsurface testing. The necessity for, and scope of, subsurface testing must be decided on a property specific basis.

If a group of related archeological properties is spatially discrete, and the space between the elements is not related to the significance of the district, and visual continuity is not a factor in the significance, then it may be appropriate to select a discontiguous boundary. The discontiguous boundary, composed of two or more definable significant areas separated by nonsignificant areas is used when the deposits are related to each other through cultural affiliation, period of use, or site type.

11. Are there special criteria or considerations for nominating objects to the National Register?

Of the categories of resources eligible for the National Register, objects have often been the most controversial. They are a kind of resource different enough to raise questions about what types of objects are eligible and how the National Register criteria apply. Integrity of location and setting is especially important in determining what objects qualify for the Register. Objects that are part of collections are not eligible for listing on the grounds that the required "integrity of location, setting, feeling and association" is not present in a museum type of arrangement. Small objects not designed for a specific location are normally not eligible. Such works include transportable sculpture, furniture, and other decorative arts that, unlike a fixed outdoor sculpture do not possess association with a specific place. Objects currently listed in the National Register include boundary markers, monuments, statues, mileposts, and fountains.

12. What are the criteria for listing vernacular architecture?

Vernacular architecture is important because it reflects significant patterns of life in particular regions. Criterion C, which includes historic resources "that embody the distinctive characteristics of a type, period, or method of construction, or that possess high artistic values or that represent a significant and distinguishable entity whose components may lack individual distinction," is often applied to regional types, periods, and styles of vernacular resources. Such native resources are increasingly recognized as vital parts of the variety of American culture, especially as they become more scarce. Vernacular resources may convey a sense of historically common, but now rare or nonexistent, lifestyles or design patterns. Frequently the historic patterns and architectural features associated with vernacular construction reflect a major component of an area's culture. Such resources might be modest in scale and simple in design and craftsmanship, yet are as legitimately historic as any other Register listing.

Historical Integrity

13. How important is the integrity of the property when considering a nomination?

Integrity is the ability of a property to convey its significance. Historic properties either retain integrity, or they do not. Within the concept of integrity, the National Register criteria recognize seven aspects or qualities that, in various combinations, define integrity. Integrity is a quality that applies to location, design, setting, materials, workmanship, feeling and association. It refers to the clarity of a property's historic identity.

In terms of architectural design, integrity means that a building must still possess the attributes of mass, scale,

decoration, etc., from its Period of Significance, that is from either (1) the period in which it was conceived and built, or (2) the period in which it was adapted to a later style which has validity in its own right as an expression of historical character or development. The question of whether or not a building possesses integrity is a question of degree of alteration. For a building to possess integrity, its principal features must be sufficiently intact for its historic identity to be apparent.

A building that is significant for historic association must retain sufficient physical integrity to convey that association. The building should thus substantially retain the physical character or appearance it had at the time of its association with the significant event or person. In the case of a historic site which may not possess any historic buildings (for example, battlefields, traditional cultural properties, treaty sites, fords, and so forth), the site's continuing ability to communicate its historic associations with an event or person frequently depends on the retention of the appropriate natural setting.

Severe structural deterioration can affect eligibility of a property for listing in the National Register. If there is strong justification for the property's historical integrity despite its deterioration, it may be nominated and listed with the expectation that this recognition may spur efforts to save and improve the property. It is important that evaluation of such a case address the condition of a deteriorated property and that photos used during evaluation accurately depict its condition. If the building has lost its structural integrity it may be determined that the building is beyond the point of rehabilitation and therefore beyond the point of making a lasting contribution to the community, State, or nation. In such an instance, the property would not be listed in the National Register. Even though a property may have no buildings retaining integrity, the property may have archeological remains that could make it eligible for the National Register.

In the case of districts, integrity means the physical integrity of the buildings, structures, or features that make up the district as well as the historic, spatial, and visual relationships of the components. Some buildings or features may individually have been more altered over time than others. In order to possess integrity a district must, on balance, still communicate its historic identity.

The quality of integrity in an archeological property means that the cultural material remains are relatively undisturbed, thus retaining the potential to yield important information, communicate historic associations, or exemplify artistic or construction techniques. Many factors may affect the integrity of an archeological property, including both man-made and natural disturbances such as modern construction, quarrying, cultivation, erosion, or even previous archeological investigations.

Refer to National Register Bulletin 15: How to Apply the National Register Criteria for Evaluation, for an extended discussion of integrity.

14. How important are intrusions when considering a district for nomination to the National Register? How many are too many?

There is no easy formula or standard rule concerning the number of intrusions that renders a district ineligible for National Register listing. The primary means of judging district intrusions is to determine their impact upon the area's architectural, historic, or archeological integrity. Factors to be considered in this judgment include the relative size, scale, design, and location of the questionable property, or, in the case of an archeological district, the seriousness of any ground-disturbing activities. Any proposed district must convey a sense of time and place through the collective significance of its buildings or features. In the case of a historic or architectural district, if there are too many scattered non-contributing features, or if the one or two present have a dominating visual impact and so interrupt the sense of historical period or architectural style, then the district's integrity may be lost or seriously damaged.

15. Where should boundaries be drawn?

Once the significance of a historic property has been identified, the boundaries should be carefully drawn to include all the aspects or qualities that contribute to its significance. Boundaries should not be drawn to include buffer zones, nor should they exclude features that are intrinsic to the resource. For example, all buildings/features of a historic complex should be included. Visual qualities such as integrity of setting or historic sight lines related to the significance of the property should be considered integral parts of the resource.

In addition to visual qualities and distribution of all significant features, factors that influence the selection of boundaries include historical uses and associations, property lines, integrity of site, topographic features, and research qualities. The last generally apply to archeological sites. For example, the boundaries for an archeological property should reflect the known extent and configuration of the cultural deposits. Areas of high potential may be included when justifiable, although the inclusion of large areas of uncertain potential is not acceptable. For archeological districts, boundaries should also reflect the distribution of related sites. Districts may include areas with additional site potential, but they should not include large amounts of "empty" acreage. If warranted, a discontiguous segment approach may be used to eliminate irrelevant areas. In some cases, additional survey may be needed before appropriate boundaries can be selected.

16. Can vinyl-sided buildings be listed in the National Register?

Although vinyl siding is not a recommended treatment for historic buildings, the National Register does not categorically exclude vinyl-sided buildings from consideration. Buildings that have been sided may be eligible for listing in the National Register if they meet the criteria and retain integrity. Many properties have lost integrity and become ineligible for the National Register solely because of the application of siding. Buildings that are sided generally will not be individually eligible under Criterion C for architecture. However, if the building is significant primarily for its association with important persons or events, and if the siding was applied in such a way as to retain the main features of the building, it may be eligible under other criteria and areas of significance.

Criteria Considerations

17. What qualities must be present for a property less than 50 years old to qualify for the National Register?

The National Register Criteria for Evaluation allow for the nomination of properties that have achieved significance within the last 50 years only if they are **exceptionally important** or if they are integral parts of districts that are eligible for National Register listing. As a general rule, properties that have achieved significance within the last 50 years are not eligible for listing because the Register is a compilation of the nation's historic resources worthy of preservation. The National Register does not include properties important solely for their contemporary use or impact. Passage of time allows perceptions to be guided by scholarly study, the judgments of previous decades, and the dispassion of distance. One is then better prepared to objectively evaluate what constitutes enduring interest and value.

The criteria do not describe "exceptional," nor should they. "Exceptional" cannot by its own definition be fully catalogued or anticipated. It may reflect the extraordinary impact of a social or political event. It may exist because an entire category of resources is so fragile that survivors of any age are unusual. It may be a function of the relative age of a community and its perceptions of old and new. It may be represented by a building whose developmental or design value is quickly recognized by the architectural profession. It may reside in a range of possibly threatened resources for which the community has an unusually strong attachment.

18. When are religious properties eligible for listing?

Religious properties are as potentially eligible for National Register listing as any other kind of resource. However, their significance must be based on either 1) architectural or artistic distinctiveness, or 2) past events of historical importance. Significance cannot be defined simply in terms of continuous religious use or ideology. A religious property could be eligible for the National Register based on historical significance if it were associated with a religious group or institution that had an important impact on a community or society, and if that property itself was associated with the group or institution during the period of significance.

19. When are cemeteries or graves eligible for listing?

Ordinarily cemeteries are not considered eligible for the National Register. Exceptions may include cemeteries with distinctive design, association with historic events, or uncommon age. Graves of persons of transcendent importance may be listed only if there is no other appropriate site or building directly associated with their productive lives.

Unmarked graves may be defined as cemeteries according to State law and thereby protected. Such properties also may be significant as archeological sites because they provide important information about people in the past.

Procedural Review

20. How should the Review Board consider comments that do not relate to the criteria?

The Review Board should perform a strictly professional evaluation based only on historic, architectural, archeological, or cultural values, as stipulated in the National Register Criteria for Evaluation. In accordance with the National Historic Preservation Act Amendments of 1980, in cases where a majority of private property owners advise the State that they do not wish their property to be listed, the Review Board will consider the property's eligibility for the National Register, and the SHPO will not nominate the property for listing in the register but should forward the nomination to the National Register for a Determination of Eligibility. The Determination of Eligibility will ensure that Federal agencies will consider the historic significance of the property if Federal assistance or a Federal license is involved in projects that will affect the property. The comments of public owners of property (government agencies) will be considered, but public owners can not prevent the property from being listed in the National Register based on their objection to the listing.

21. What is the role of the Certified Local Governments in the nomination process?

Certified Local Governments (CLG) participate in the National Register nomination process by reviewing all nominations of properties in their jurisdictions. Refer to the chapter on Certified Local Governments for an explanation of their role.

22. What is the role of the State Review Board in the nomination of properties by Federal agencies?

The procedure by which Federal agencies nominate properties is outlined in National Register regulations (36 CFR Part 60.9). Federal agencies are required by law to establish a program to locate, inventory, and nominate all properties under the agency's ownership or control that appear to qualify for the National Register. Nomination forms are prepared under the supervision of the Federal Preservation Officer designated by the head of the Federal agency. Completed nominations are submitted to the appropriate SHPO for review and comment regarding the adequacy of the nomination, the significance of the property, and its eligibility for the National Register. The State is allowed 45 days to comment on the nomination.

The State Historic Preservation Officer may choose to submit the nomination to the State Review Board during this period. The Review Board then considers the nomination in the same manner that it reviews State nominations, and submits its opinion to the State Historic Preservation Officer. After reviewing the comments of the State Historic Preservation Officer and the chief elected local official, or if there has been no comment within 45 days, the Federal Preservation Officer may approve the nomination and forward it to the National Register.

23. What is the Review Board's role in nominations appeals?

National Register regulations (36 CFR Part 60.12) allow anyone to appeal the failure or refusal of a nominating authority to nominate a property for any reason when requested to do so, or upon failure of a SHPO to nominate a property recommended by the State Review Board. The National Park Service will review all pertinent documentation relating to the property subject to the appeal. The minutes of State Review Board meetings can play an important role in this process by providing the comments and the count of the Review Board members vote either in favor or opposition to the nomination, and in presenting the record of the testimony submitted to the Review Board and any debate or questions raised by board members during the meeting.

24. How should Review Boards consider controversial or precedent-setting nominations?

In some instances nominations will raise issues of a controversial or precedent-setting nature. This usually occurs when properties are deteriorated, altered, or represent an aspect of history for which there has been little professional evaluation. The National Register encourages States to consider these types of properties. Often the vote of the Review Board can help to establish a benchmark or threshold of acceptability for physical integrity for property types that are routinely found to be deteriorated or altered. The Review Board may also help establish directions for research concerning aspects of State history that need further study. At the request of the SHPO the National Register will perform a preliminary review of nominations that raise questions concerning integrity or historical significance.

SUGGESTED READING

The following publications are free upon request by writing Interagency Resources Division, P.O. Box 37127, Washington, D.C. 20013-7127:

National Register of Historic Places regulations, 36 CFR Part 60.

National Register Bulletins

The bulletins provide guidance on a variety of topics related to the survey, evaluation, registration, and listing of historic properties in the National Register. Bulletin numbers not listed are under revision or the guidance has been incorporated into another bulletin.

Bulletin 4: Contribution of Moved Buildings to Historic Districts. Guidelines for determining when a moved building can contribute to National Register or certified local district. Rev. ed., 1987.

Bulletin 5: Tax Treatments for Moved Buildings. How the NPS determines when a moved building qualifies as a certified historic structure and when a rehabilitation qualifies as a certified rehabilitation. Rev. ed., 1986.

Bulletin 7: Definition of Boundaries for Historic Units of the National Park System. Explains how National Register boundaries are defined. Rev. ed., 1982.

Bulletin 8: Use of Nomination Documentation in the Part 1 Certification Process. Discusses NPS procedures for evaluating an individual property within a registered historic district to determine its status as a certified historic structure for the preservation tax incentives program.

Bulletin 12: Definition of National Register Boundaries for Archeological Properties. Using case studies, recommends approaches for delineating boundaries for commonly encountered archeological properties. 1985.

Bulletin 13: How to Apply the National Register Criteria to Post Offices. Addresses issues on applying National Register Criteria to governmental and institutional properties that may be eligible for listing in the National Register of Historic Places. Rev. ed., 1987.

Bulletin 15: How to Apply the National Register Criteria for Evaluation. Explains how the NPS applies the criteria used to determine the eligibility of properties for listing in the National Register of Historic Places. Rev. ed., 1991.

Bulletin 16: Guidelines for Completing National Register of Historic Places Forms. For use in completing National Register forms. Part A provides information on completing the National Register Registration Form while Part B provides information on completing the Multiple Property Documentation form. Both incorporate changes that have occurred since the 1977 printing. Rev. ed., 1990.

Bulletin 17: Certification of State and Local Statutes and Historic Districts. Explains the documentation requirements for certification of State and local statutes and historic districts. Rev. ed., 1987.

Bulletin 18: How to Evaluate and Nominate Designed Historic Landscapes. Explains the process by which designed historic landscapes are documented, evaluated, and nominated to the National Register. 1987.

Bulletin 19: Policies and Procedures for Processing National Register Nominations. Explains procedures for processing nominations, and describes common documentation problems and how they are addressed. 1987.

Bulletin 20: Nominating Historic Vessels and Shipwrecks to the National Register of Historic Places. Guidelines for identifying, evaluating, and documenting a variety of historic vessels as well as shipwrecks. 1987.

Bulletin 21: How to Establish Boundaries for National Register Properties. Guidelines and examples of how to determine National Register boundaries. n.d.

Bulletin 22: Guidelines for Evaluating and Nominating Properties that Have Achieved Significance Within the Last Fifty Years. Guidance for evaluating the "exceptional importance" required for listing properties that have achieved significance within the last fifty years. Rev. ed., 1989.

Bulletin 23: How to Improve the Quality of Photos for National Register Nominations. Suggestions to help photographers achieve better quality photographic documentation of buildings and architectural details. 1979.

Bulletin 24: Guidelines for Local Surveys: A Basis for Preservation Planning. Guidance for undertaking surveys of historic resources. 1977. Rev. ed., 1985.

Bulletin 26: Certified Local Governments in the National Historic Preservation Program. Describes the benefits and responsibilities of Certified Local Government status and historic districts. 1987.

Bulletin 28: Using the UTM Grid System to Record Historic Sites. Introduces the Universal Transverse Mercator (UTM) Grid System and its application to mapping historic and archeological sites. Rev. ed., 1977.

Bulletin 29: Guidelines for Restricting Information About Historic and Prehistoric Resources. Guidance on which historic resources should be protected by restricting information on their location and character from general distribution. 1990.

Bulletin 30: Guidelines for Evaluating and Documenting Rural Historic Landscapes. Guidelines, including definition of rural landscape, description of its characteristics, practical methods for survey and research, application of National Register criteria and registration requirements. 1990.

Bulletin 32: Guidelines for Evaluating and Documenting Properties Associated with Significant Persons. Updated information on interpreting Criterion B. 1989.

Bulletin 34: Guidelines for Evaluating and Documenting Historic Aids to Navigation. Guidance on evaluating the significance and integrity of historic lighthouses, daymarks, and sound signals, as well as preparing documentation for preservation planning, including National Register nominations. 1990.

Bulletin 35: National Register Casebook: Examples of Documentation. Examples of multiple property case studies, maritime nominations, and concise nominations. 1988-1989.

Bulletin 38: Guidelines for Evaluating and Documenting Traditional Cultural Properties. Guidance in determining whether properties of traditional cultural significance are eligible for inclusion in the National Register. Discusses the place of religion in the attribution of such significance. 1990.

Bulletin 39: Researching a Historic Property. Provides basic information on methods of researching an individual building for listing in the National Register. 1990.

U.S. Department of the Interior, National Park Service. Catalog of Historic Preservation Publications. Washington, D.C. 1992.

The following publication is sold by the National Trust for Historic Preservation. Write The Preservation Press, National Trust for Historic Preservation, 1785 Massachusetts Avenue, NW., Washington, D.C. 20036. Telephone, (202) 673-4058 or FAX (202) 673-4172, or call toll-free (800) 766-6847.

The National Register of Historic Places 1966-1991. New comprehensive listing of the more than 49,000 properties listed in the National Register. Softcover book. $98.00.

The following publications are free upon request by writing the Archeological Assistance Division, P.O. Box 37127, Washington, D.C., 20013-7127:

Grumet, Robert S. Technical Brief No. 3: Archeology in the National Parks Landmarks Program. 1988.

Grumet, Robert S. Technical Brief No. 9: The National Historic Landmarks Program Theme Study as a Preservation Planning Tool. 1990.

Protection of Historic Resources

Macland Plantation House, Washington vicinity, St. Landry Parish, Louisiana, illustrates the importance of a transition in architectural styles. Constructed c. 1850, it is a fully developed Greek Revival style two story plantation house and a landmark in the gradual integration of Anglo-American features into the indigenous Creole raised plantation house form of the French-settled south Louisiana. (Photo by: Paul Thistlethwaite).

Protection of Historic Properties

Once historic and archeological properties have been identified and evaluated as significant, then decisions can be made about what to do with the resources. In some situations, historic properties cannot be saved and consequently should be fully documented before destruction. More commonly, however, the goal should be to protect historic properties. This is a crucial aspect of preservation. "Protection", broadly speaking, is the process of determining and implementing appropriate actions to preserve and enhance those historic properties considered important. See below for specific, treatment-related definitions. Protective measures can take many forms. Those discussed in this publication include environmental review, Historic Preservation Fund grants-in-aid to selected properties, tax benefits for undertaking appropriate improvements to income-producing properties or for the donation of historic preservation easements, and increased historic preservation education among key government officials and members of the public. Each of these activities is complex and important enough to merit a separate and independent examination in this publication. The following section outlines environmental review and compliance procedures for the careful consideration of historic properties in any project that uses Federal money, land, or oversight. To avoid delays and increased costs, it is essential that the historic properties be identified early in planning stages of the project.

Historic property protection has two aspects:

- integration into land use planning (and at the local level, zoning) process, and
- physical treatment

The planning aspects of protection are discussed in this and subsequent sections.

With regard to "treatment", the historic materials in buildings, structures, sites, and objects listed in the National Register of Historic Places, like all materials, deteriorate over time; therefore, these properties require periodic work to preserve and protect their historic integrity. Properties that have deteriorated, and properties that have been unsympathetically altered or added to, require considerably more assistance to rehabilitate or restore them so that their historic and architectural integrity is preserved.

The "Secretary of the Interior's Standards for Historic Preservation Projects" (36 CFR 68) define appropriate treatments for historic properties in roughly a hierarchical order, relating to the amount of intervention into the building's materials and form.

***St. Louis Street Historic District**, Edwardsville, Madison County, Illinois. Historic districts can represent a wide variety of architectural styles and time periods, as evidenced by these four residential buildings found in Edwardsville, Illinois. (Photos by: Kerry Delzatto).*

814 St. Louis Street

817 St. Louis Street

730 St. Louis Street

705 St. Louis Street

Appropriate treatments for work on historic properties, as defined in 36 CFR 68, are:

Protection is defined as the act or process of applying measures designed to affect the physical condition of a property by defending or guarding it from deterioration, loss, or attack, or to cover or shield the property from danger or injury. In the case of buildings and structures, such treatment is generally of a temporary nature and anticipates future historic preservation treatment; in the case of archeological sites, the protective measures may be temporary or permanent.

Stabilization is defined as the act or process of applying measures designed to reestablish a weather resistant enclosure and the structural stability of an unsafe or deteriorated property while maintaining the essential form as it exists at present.

Preservation is defined as the act or process of applying measures to sustain the existing form, integrity, and material of a building or structure, and the existing form and vegetative cover of a site. It may include initial stabilization work, where necessary, as well as ongoing maintenance of the historic building materials.

Rehabilitation is defined as the act or process of returning a property to a state of utility through repair or alteration which makes possible an efficient contemporary use while preserving those portions and features of the property which are significant to its historic, architectural, and cultural values.

Restoration is defined as the act or process of accurately recovering the form and details of a property and its setting as it appeared at a particular period of time by means of the removal of later work or by the replacement of missing earlier work.

Reconstruction is defined as the act or process of reproducing by new construction the exact form and detail of a vanished building, structure, or object, or a part thereof, as it appeared at a specific period of time.

Note that for Development purposes, reconstruction is limited to portions of a historic property which still retain (prior to reconstruction) sufficient significance and integrity to remain in the National Register.

SUGGESTED READING

The Preservation Assistance Division publishes a variety of reports, case studies, and briefs on historic preservation approaches and treatments. A complete list of these publications is available by writing the Preservation Assistance Division, National Park Service, U.S. Department of the Interior, P.O. Box 37127, Washington, D.C., 20013-7127.

Protection of Historic Resources
Environmental Review

*The **Andrew Trumbo Log House**, Frankfort, Franklin County, Kentucky. This two story dogtrot type log house, constructed c. 1810, is an example of an important vernacular type of early residential construction in Kentucky. (Photo by: Don Snively).*

Environmental Review for Federal Undertakings

The National Historic Preservation Act, as amended, created the authority and mechanisms to ensure the consideration of historic places in federally funded, licensed, or approved undertakings. Other Federal laws, such as the National Environmental Policy Act of 1964, as amended, the Archaeological Resources Protection Act of 1979, as amended, and the Archeological and Historic Preservation Act (AHPA) provide additional protective mechanisms for historic properties when the Federal Government is involved. Further, the National Historic Preservation Act, as amended and the AHPA, underscore the responsibility of Federal agencies to identify historic properties and ensure that they are fully considered during Federal planning. Many States have adopted similar policies and legislation pertaining to State funded, licensed, or approved projects. Parallel policies are implemented at the local level through planning and zoning ordinances. It is important to realize that these Federal laws are not meant to obstruct project planning or require preservation, but simply to ensure that the impact on historic properties is analyzed and carefully weighed prior to final decision-making and implementation of projects authorized by government. The State historic preservation office can provide information on State and local laws regarding protection of historic properties through environmental review and other mechanisms. This section is limited to environmental review for Federal undertakings. State historic preservation office activities involving protection of historic properties through environmental review are known collectively as the State's "Review and Compliance" program because they involve the State's "review" of agency activities for "compliance" with historic preservation related statutory responsibilities.

Section 106 of the National Historic Preservation Act and the Advisory Council on Historic Preservation

The National Historic Preservation Act, as amended, created the Advisory Council on Historic Preservation, an independent agency in the executive branch of the Federal government whose purpose is to inform, educate, encourage, and advise the President, Congress, and Federal agencies on matters relating to historic preservation. The Council also administers the Federal historic preservation regulatory process known as "Section 106 review," which ensures that historic properties are given due consideration in the planning of Federal projects or actions.

The 19-member Council is composed of a chairman, vice chairman, six other private citizen members, a governor, and a mayor — all appointed by the President of the United States. The Council also includes the Secretaries of the Interior and Agriculture, the heads of four Federal agencies designated by the President, the Architect of the Capitol, the chairman of the National Trust for Historic Preservation, and the President of the National Conference of State Historic Preservation Officers. Day-to-day business of the Council involving Section 106 review is conducted by an executive director and a professional staff of historians, architects, archeologists, planners, lawyers, and administrative personnel.

One of the most significant responsibilities of the Advisory Council is reviewing and commenting upon Federally licensed or assisted projects that could affect properties that are either listed in or eligible for the National Register, pursuant to Section 106 of the Act.

Section 106 of the Act states:

> The head of any Federal agency having direct or indirect jurisdiction over a proposed Federal or federally assisted undertaking in any State and the head of any department or independent agency having authority to license any undertaking shall, prior to the approval of the expenditure of any Federal funds on the undertaking or prior to the issuance of any license, as the case may be, take into account the effect of the undertaking on any district, site, building, structure, or object that is included in or eligible for inclusion in the National Register. The head of any such Federal agency shall afford the Advisory Council on Historic Preservation established under Title II of this Act a reasonable opportunity to comment with regard to such undertaking.

*The **Sylvester Mumford House**, Waynesville vicinity, Brantley County, Georgia. Built c. 1848, this building is architecturally significant for illustrating changing styles in architecture as reflected in the evolution of a house. The core of the house is typical of the Plantation Plain style residence constructed in rural Georgia during the first half of the 19th century. The post-Civil War additions, particularly the front porch with its decorative scrollwork brackets and balusters and a polygonal south wing are Victorian in character and illustrate the owner's attempt to keep up with the latest in architectural styles and tastes. (Photo by: James R. Lockhart).*

The term "Federal undertaking" includes a broad range of Federal activities: construction, rehabilitation and repair projects, demolition, licenses, permits, loan guarantees, grants, Federal property transfers, and many other types of Federal involvement. Whenever one of these activities affects a historic property, the sponsoring agency is obligated to seek Council comments.

The Section 106 review process is spelled out in Federal regulations issued by the Advisory Council and entitled "Protection of Historic Properties," and appear in the U.S. Code of Federal Regulations at 36 CFR 800. The process involves five basic steps, as follows:

1) Identify and evaluate historic properties.

The Federal agency responsible for an undertaking begins by identifying the historic properties the undertaking may affect. The agency first reviews background information and consults with the State Historic Preservation Officer and others who may know about historic properties in the area. Based on this review the agency determines what additional surveys or other field studies may be needed, and conducts such studies.

If properties are found that may be eligible for the National Register, but have not yet been listed in the Register, the agency evaluates them against the National Register Criteria. This evaluation is carried out in conjunction with the SHPO, and if questions arise about the eligibility of a property, the agency may seek a formal determination of eligibility from the Keeper of the National Register. If a property is already listed in the National Register, further evaluation is not ordinarily necessary.

2) Assess effects of the undertaking.

If historic properties, that is properties listed in or determined eligible for inclusion in the National Register, are found, the agency then assesses what effect its undertaking will have on them. The agency works with the SHPO, and considers the views of others. The agency makes the assessment based on criteria found in the Council's regulations, and can make one of three determination: 1) no effect (the undertaking will not affect historic properties); 2) no adverse effect (the undertaking will affect one or more historic properties, but the effect will not be harmful); or 3) adverse effect (the undertaking will harm one or more historic properties.

3) Consultation.

If an adverse effect will occur, the agency consults with the SHPO and others in an effort to find ways to make the undertaking less harmful. Others who are consulted may include local governments, Indian tribes, property owners, other members of the public, and the Council. Consultation is designed to result in a Memorandum of Agreement (MOA), which outlines measures agreed upon that the agency will take to reduce, avoid, or mitigate the adverse effect.

If consultation is unproductive, the agency, or the SHPO, or the Council itself, may terminate consultation. The agency must submit appropriate documentation to the Council and request the Council's written comments.

4) Council Comment.

The Council may comment during the consultation step of the process, by participating in the consultation and signing the MOA. Otherwise, the agency obtains Council comment by submitting the MOA to the Council for review and acceptance. The Council can accept the MOA, request changes, or opt to issue written comments.

5) Proceed.

If a MOA is executed, the agency proceeds with its undertaking under terms of the MOA. In the absence of a MOA, the agency head must take into account the Council's written comments in deciding whether and how to proceed.

6) Alternative approaches.

The Section 106 regulations also spell out three alternative means of complying with Section 106. These are:

- Programmatic agreements among an agency, the Council, and one or more SHPOs, and others;
- Counterpart regulations developed by an agency and approved by the Council;
- An agreement between the Council and a State, which substitutes a State review system for the 106 process.

Determinations of Eligibility (for Inclusion in the National Register)

If the Federal agency and the SHPO, through consultation, disagree on the eligibility of the property, the Federal agency will request a Determination of Eligibility from the Keeper of the National Register pursuant to Determination of Eligibility regulations (36 CFR Part 63). The Federal agency and the SHPO, through consultation, may establish that there are potentially eligible historic resources present within a Federal project area. Although only the National Park Service may make an official Determination of Eligibility for inclusion in the National Register (in response to written requests from Federal agencies), if the Federal agency and the SHPO agree on a property's eligibility, the Federal agency may proceed in the Section 106 process as if an official NPS determination had been made.

Role of the Review Board in Environmental Review

Although Review Board members do not play an official role in the environmental review process, awareness of the importance of early planning in the Federal Government's environmental review and compliance procedures will allow Review Board members to serve as troubleshooters. Through their knowledge of historic resources and Federal projects in communities where they live, Review Board members can play a key role in advancing preservation planning and protection. This can include:

- Alerting the Federal agency (or its agent) that it must go through the Section 106 process. Field offices and agents are not always aware of their historic preservation responsibilities.

- Alerting the SHPO of the existence or plan for a Federal undertaking.

- As requested, using their subject matter expertise, assist in the evaluation of a property's National Register eligibility.

The environmental review process provides citizens with a system that allows a full presentation of all sides of any issue that may affect historic resources. When environmental review is applied early in the process it is most effective in achieving a planning effort that is comprehensive, efficient, and mutually beneficial; i.e., streamlining the Federal process for a worthwhile undertaking while respecting historic resources.

Other general environmental review activities that Review Board members can involve themselves in are:

- Advising the SHPO in formulating laws or procedures, similar to the Federal Advisory Council process (36 CFR 800), to ensure that no action or funding that affects a National Register eligible property is taken by any agency of State government until a proper review of the project's impact has been made;

- Serving in an advisory capacity in any environmental review or National Register determination of eligibility case which the SHPO wants to refer to the Review Board.

SUGGESTED READING

Determination of Eligibility regulations (36 CFR Part 63).

Protection of Historic Resources
Certified Local Governments

***Hale House**, Los Angeles, Los Angeles County, California. This Queen Anne style house, built c. 1885, with its exuberant woodwork on the porch, cornice, gables, and second floor oriel, exhibits a busy, eclectic design of great variety and vitality. (Photo by: Julius Shulman).*

Certified Local Governments

It is often said that all preservation is ultimately local; protecting historic properties depends most heavily on local support and local actions. Without these, State and Federal programs alone, are of limited use.

In recognition of the importance of local actions to historic preservation, the 1980 amendments to the National Historic Preservation Act established the Certified Local Government (CLG) program that required each State preservation program to develop a mechanism for the certification of local governments in the State. The CLG program's purpose is to expand the existing Federal-State preservation partnership to include local governments and citizens. The program was intended to give local governments a formal role in the national historic preservation program, and, in particular, the National Register nomination process. The program has several additional goals among which are to foster local preservation activities by providing financial and technical assistance to participating local governments and to develop a broader base of support for the State historic preservation office. The National Historic Preservation Act, as amended, requires State preservation programs to pass on ten percent of the State's annual appropriation from the Historic Preservation Fund to its CLGs.

Under Federal regulations (Procedures for Approved State and Local Government Historic Preservation Programs, 36 CFR Part 61), States develop their own certification procedures and submit them for approval to the National Park Service. State preservation programs began certifying local governments in 1985; by June 19, 1991, 663 local governments had been certified in all 50 States.

In order to qualify for CLG status, Federal regulations require local governments to: 1) enforce appropriate State or local legislation for the designation and protection of historic properties; 2) establish an adequate and qualified historic preservation review commission by State or local legislation; 3) maintain a system for the survey and inventory of historic properties; 4) provide for adequate public participation in the local historic preservation program; and 5) satisfactorily perform the responsibilities delegated to them under the Act. Local governments interested in becoming certified apply to the SHPO which reviews the applications and, if they are acceptable, forwards them to the NPS for final approval.

Within the broad parameters outlined in the Act, as amended, and its implementing regulations, individual States have the responsibility for adopting more specific requirements for local government certification in their State. For example, it is the responsibility of individual States to define what constitutes appropriate State and local legislation for the designation and protection of historic properties. Under this provision, some States have chosen to require their CLGs to adopt local landmarks ordinances that regulate alterations to historic properties and prohibit or delay their demolition. Other States have opted not to require this type of ordinance. Similarly, States have the option of specifying the disciplines that must be represented on the local historic preservation review commission with the caveat that the State requirements for CLG commissions not be more stringent than what is required for the State Review Board.

CLG Activities

Typically, CLGs apply to the SHPO for CLG subgrants to carry out a wide range of activities including: survey and

inventory of historic resources in the community; preparation of National Register nominations; staff support for the CLG's historic preservation commission; developing published design guidelines for use by the commission in its review of new construction and alterations to properties within historic districts; writing or amending preservation ordinances; developing preservation plans; and producing exhibits and brochures concerning local historical resources and the activities of the historic preservation commission.

CLG Role in Reviewing National Register Nominations

The National Historic Preservation Act, as amended, gives CLGs a special role in reviewing and commenting on National Register nominations. Before a property within the jurisdiction of a Certified Local Government may be nominated by the State Historic Preservation Officer for inclusion on the National Register, the State Historic Preservation Officer must notify the local historic preservation commission, the chief elected local official, and the owner of the property. After providing opportunity for public comment, the historic preservation commission is expected to prepare a report as to whether or not, in its opinion, the property meets the criteria of the National Register. The chief elected local official is also expected to provide a recommendation on the eligibility of the property. Subject to appeal, if both the chief elected local official and the local historic commission recommend that the property not be nominated to the National Register, the State Historic Preservation Officer can take no further action on the nomination.

When a relevant historic preservation discipline is not represented in the CLG commission's membership, the commission must seek expertise in this area when considering National Register nominations requiring the application of such expertise. For example, if the commission must review the nomination of a prehistoric archeological site, and the commission has no prehistoric archeologist, the commission is required to obtain the advice of a 36 CFR 61 qualified archeologist for the purposes of reviewing the nomination.

The procedure described above is simplified in the majority of cases because most National Register nominations within the boundaries of a CLG are initiated by the CLG itself (with the nomination being prepared by a commission member, a staff member, or a consultant to the CLG). In these situations the CLG's opinion on the eligibility of the property is usually included with the initial submission of the nomination to the State historic preservation office.

Role of the Review Board in the CLG Program

Although Review Board members have no direct responsibilities with regard to the Certified Local Government program, they should be aware of the importance of local preservation activities and the opportunities the CLG Program affords for coordinating the work of the State Historic Preservation Office with these efforts.

SUGGESTED READING

Local Preservation - A Compendium of Technical Assistance Material for Local Preservation. Washington, D.C.: U.S. Department of the Interior, 1987. Rev. Ed. 1990.

Local Preservation. Essential "briefs" on preservation planning, packaged as a set. Topics include: What is the National Historic Preservation Act?; Questions and Answers about the SHPO; Historic Preservation and Historic Properties; What are the National Register Criteria?; What is Section 106 Review?; What are Historic Preservation Tax Incentives?; Questions and Answers about Historic Property Survey; Is there Archeology in Your Community?; Choosing an Archeological Consultant; When Commissions Go To Court; Zoning and Historic Preservation; Local Preservation: A Selected Bibliography. 58 pages. 1988. Available from Interagency Resources Division, National Park Service, U.S. Department of the Interior, Washington, D.C. 20013-7127.

Preservation Planning Manual: Local Historical Commissions. Their Role in Local Government. Massachusetts Historical Commission, 1987.

Local Government and Historic Preservation. Washington, D.C. National Park Service and National Trust for Historic Preservation, 1991.

National Register Bulletin 26: Certified Local Governments in the National Historic Preservation Program.

Protection of Historic Resources

Tax Incentives

Belle of Louisville, Jefferson County, Kentucky. Examples of ship construction can qualify for historic or engineering significance. Constructed in 1914, the ***Belle of Louisville*** *is one of only two sternwheel river passenger boats still operating under steam, and is the sole remaining Western Rivers day packet boat. (Photo by: Lin Caufield Photographers).*

Since 1976, the U.S. Internal Revenue Code has contained incentives for historic preservation. These incentives encourage investment in income-producing historic buildings, the revitalization of historic neighborhoods, and the donation of preservation easements. Current incentives (established or retained by the Tax Reform Act of 1986) include a 20% tax credit for the substantial rehabilitation of historic buildings for commercial, industrial or rental residential purposes, and a 10% tax credit for the substantial rehabilitation for nonresidential purposes of buildings built before 1936. However, for buildings individually listed in the National Register or for contributing buildings in registered historic districts, only the 20% tax credit is available. In addition, the law retains the provisions established by the Tax Treatment Extension Act of 1980 that permit income and estate tax deductions for charitable contributions of partial interests in historic property (i.e., easements).

Since the inception of the preservation tax incentives program in 1976, over 23,000 projects representing an investment of almost $15 billion have been certified. This is a far cry from the situation before passage of the first tax incentives for historic preservation; before them the tax laws codified a clear preference for new construction over the preservation and reuse of our nation's historic buildings. Today the results of the tax incentives program are seen in cities and towns throughout the country.

Application Process

Preservation tax incentives are available for any qualified project that the Secretary of the Interior designates a *certified rehabilitation* of a *certified historic structure.* Certification requests are made through the State Historic Preservation Officer to the National Park Service; certifications are issued by the National Park Service on behalf of the Secretary of the Interior. To qualify for the tax incentives, the applicant must obtain certification *both* of the historic structure *and* of the completed rehabilitation. That is, the National Park Service must certify that the building undergoing rehabilitation is indeed a historic structure and that the rehabilitation project is in keeping with the historic character of the building.

To request these certifications, the applicant completes the two-part "Historic Preservation Certification Application." Part 1 involves an "Evaluation of Significance"; Part 2 is a "Description of Rehabilitation." (Owners of properties listed individually in the National Register of Historic Places do not have to complete Part 1 of the application. Individually listed properties are considered certified historic structures.)

The applicant may apply before, during, or after the rehabilitation project, but the National Park Service has always strongly encouraged applicants to submit applications describing proposed work and to receive approval from the NPS prior to the start of construction. Owners who undertake rehabilitation projects without prior approval from the NPS do so at their own risk.

Part 1—Evaluation of Significance

Not every building within a historic district contributes to the significance of the district. The applicant must therefore supply sufficient documentation to enable the National Park Service to determine how the building relates to the district as a whole and to evaluate the historic character of the building. Photographs of the building and its surroundings as they

appeared before rehabilitation must be submitted, with a map showing the building within the district. The narrative portion of the Part 1 application consists of a description of the building's physical appearance and a statement of its significance. The latter relates the building to the surrounding historic district. (In compiling the statement of significance, the owner should consult the National Register nomination for the district.)

The Part 1 application is submitted to the SHPO, who reviews the historic significance of the building to the district in which it is located. The SHPO makes a written recommendation and forwards the application to the appropriate NPS regional office for final evaluation. Notification of certification by the NPS is sent directly to the property owner.

The significance of structures within historic districts is evaluated by the SHPO and the NPS in accordance with the Secretary of the Interior's Standards for Evaluating Significance within Registered Historic Districts:

1. A building contributing to the historic significance of a district is one which by location, design, setting, materials, workmanship, feeling, and association adds to the district's sense of time and place, and historical development.

2. A building not contributing to the historic significance of a district is one which does not add to the district's sense of time and place, and historical development; or one where the location, design, setting, materials, workmanship, feeling and association have been so altered or have so deteriorated that the overall integrity of the building has been irretrievably lost.

3. Ordinarily buildings that have been built within the past 50 years shall not be considered to contribute to the significance of a district unless a strong justification concerning their historical or architectural merit is given or the historical attributes of the district are considered to be less than 50 years old.

A Part 1 application is also used for purposes other than determining that a building contributes to a registered historic district for purposes of the historic preservation tax incentives credit. An owner wishing to take advantage of the lesser tax credit for the rehabilitation of a *non-historic* building located within the boundaries of a registered historic district, for example, must obtain a certification that the building does *not* contribute to the significance of the district.

Part 2—Description of Rehabilitation

The second part of the Historic Preservation Certification Application completed by an owner or other applicant (e.g., a long-term lessee) is the "Description of Rehabilitation." In it the applicant describes the rehabilitation project. The application must document the entire project and not simply those portions for which the tax credit will be sought. For example, the construction of new townhouses on the same property as a historic building undergoing rehabilitation would have to be described in the application, since the new construction would have an effect on the historic resource, even though the new construction is not eligible for the investment tax credit. The application must describe interior work as well as exterior work.

Photographs clearly documenting interior and exterior conditions must accompany the application. Photographs of "before" conditions must be submitted even if the rehabilitation is completed; such documentation is necessary for the SHPO and the NPS to evaluate the effect of the rehabilitation on the historic structure. Similarly, drawings or sketches are required for proposed work to show planned alterations or new construction.

The Part 2 application is submitted to the SHPO, who reviews the rehabilitation and forwards the application with a recommendation to the appropriate NPS regional office for final evaluation. Notification of certification by the NPS is sent directly to the property owner.

All rehabilitation projects are reviewed and evaluated in accordance with the Secretary of the Interior's "Standards for Rehabilitation." The scope of review includes interior and exterior work, site work and adjacent new construction. Certification is based on whether the overall project meets the Standards. A rehabilitation project must meet all ten Standards. The Secretary's Standards for Rehabilitation take precedence over other regulations and codes in determining whether the rehabilitation project is consistent with the historic character of the property.

The Secretary of the Interior's Standards for Rehabilitation

1. A property shall be used for its historic purpose or be placed in a new use that requires minimal change to the defining characteristics of the building and its site and environment.

2. The historic character of a property shall be retained and preserved. The removal of historic materials or alteration of features and spaces that characterize a property shall be avoided.

3. Each property shall be recognized as a physical record of its time, place, and use. Changes that create a false sense of historical development, such as adding conjectural features or architectural elements from other buildings, shall not be undertaken.

4. Most properties change over time; those changes that have acquired historic significance in their own right shall be retained and preserved.

5. Distinctive features, finishes, and construction techniques or examples of craftsmanship that characterize a historic property shall be preserved.

6. Deteriorated historic features shall be repaired rather than replaced. Where the severity of deterioration requires replacement of a distinctive feature, the new feature shall match the old in design, color, texture, and other visual qualities and, where possible, materials. Replacement of missing features shall be substantiated by documentary, physical, or pictorial evidence.

7. Chemical or physical treatments, such as sandblasting, that cause damage to historic materials shall not be used. The surface cleaning of structures, if appropriate, shall be undertaken using the gentlest means possible.

8. Significant archeological resources affected by a project shall be protected and preserved. If such resources must be disturbed, mitigation measures shall be undertaken.

9. New additions, exterior alterations, or related new construction shall not destroy historic materials that characterize the property. The new work shall be differentiated from the old and shall be compatible with the massing, size, scale, and architectural features to protect the historic integrity of the property and its environment.

10. New additions and adjacent or related new construction shall be undertaken in such a manner that if removed in the future, the essential form and integrity of the historic property and its environment would be unimpaired.

Owners may appeal the certifications or denials of certification (Part 1 or Part 2) made by the NPS regional offices. Such appeals are made to the Chief Appeals Officer, Cultural Resources, in the Washington Office of the National Park Service. The decision of the Chief Appeals Officer is the final administrative decision with regard to the rehabilitation.

Role of the Review Board in the Tax Incentives Program

Although Review Board members do not play an official role in the tax incentives process, their knowledge of the program is very important. Review Board members can inform property owners, real estate developers, and planners about the financial incentives offered by the program. These incentives allow preservation to be competitive with other forms of construction and property development.

Review Board members are also positioned to help owners avoid potentially costly errors caused by misunderstanding the tax incentives program.

One such error is the assumption that the National Park Service is limited in its review of rehabilitation projects by the wording (or boundaries) of the National Register listing. Program regulations state: "The NPS decision on listing a property in the National Register of Historic Places, including boundary determinations, does not limit the scope of review of the rehabilitation project for tax certification purposes. Such review will include the entire historic property as it existed prior to rehabilitation and any related new construction."

Owners also occasionally assume that the *timing* of the listing will determine the nature of the review for tax act purposes: if a building is listed in the National Register in its rehabilitated state, it is assumed, then the rehabilitation must be approved by the NPS, regardless of the whether or not the project work meets the Standards for Rehabilitation. Yet

SHPO and NPS review to determine whether the project conforms to the Standards is made "by evaluating the property as it existed prior to the commencement of the rehabilitation project, regardless of when the property becomes or became a certified historic structure."

Since Review Board members sometimes review nominations from owners contemplating—or completing—a tax act project, alerting the owners to such considerations can save the applicants a great deal of time, money and trouble. It can also save the SHPO and the NPS from expensive litigation.

Problem Areas in Rehabilitation Projects

More than 90% of all rehabilitation projects have been approved over the history of the tax incentives program. Projects have failed to meet the Standards for Rehabilitation for a great number of reasons, but the issues discussed below have been the most common.

Insufficient Information. Owners sometimes assume that the National Park Service does not review interior work. They therefore neglect to photograph the interior before rehabilitation. Sometimes they begin the project before they have heard of the tax incentives program. But for whatever the reason, failure to document the appearance of a structure before rehabilitation can make it impossible to review a project, since there is no way to evaluate the effects of the work on the building's overall historic character.

Masonry Cleaning and Repair. The dangers of harshly cleaning historic masonry are much more widely known than they were a few years ago, but historic buildings are still being damaged by sandblasting, waterblasting and other improper cleaning methods. Still encountered, too, are improper repointing techniques such as using a mortar that is too hard for the surrounding masonry or that does not match the appearance of the historic mortar.

Windows. The use of tinted glazing has abated in recent years, as has the wholesale replacement of historic windows with fixed sheets of glass. Yet other problems are still encountered: historic windows are frequently removed in the course of a rehabilitation project because they are thought to be too deteriorated to save. The Secretary of the Interior's Standards for Rehabilitation, and accompanying guidelines, however, call for the repair of historic windows except when they are too deteriorated to save. In those cases, replacement windows should match the historic ones removed in material, size, pane configuration, color, trim details, and planar and reflective qualities.

New Additions/New Construction. Among the leading causes of denial of certification is the harm done to a historic resource by unsympathetic new construction. Additions to historic structures take many forms: wings, greenhouses, pedestrian bridges, stairtowers, elevator penthouses, rooftop additions, balconies, and decks. Such additions have the potential to harm the historic character of a building in several ways. Extensive portions of historic buildings are often destroyed or obscured in the process of adding on to them. In other cases, the new additions are incompatible with the historic structure in size or scale, or else they duplicate the form, material, style, and detailing of the historic building so exactly that the historic building gets "lost" in a new and larger composition. Reviewing proposed new construction can be very difficult. This is especially true for proposed rooftop additions, where visibility is often difficult to evaluate.

Also reviewed by the SHPO and the NPS are new buildings built as part of an overall project, even if they are not attached to the historic structure being rehabilitated. New houses built on the grounds of a historic mansion would be reviewed, and the rehabilitation of the historic building could be denied certification if the new construction impaired the historic character of the overall historic property.

Interior Spaces. Alterations to interior spaces are often grounds for determining that a rehabilitation project fails to meet the Secretary of the Interior's Standards for Rehabilitation. Some modifications to a historic floor plan are generally permitted, but extensive changes have the potential for causing radical harm to the historic character of a building. Insensitive changes to the plan and spaces of historic buildings such as inserting floors, cutting atriums, or subdividing major spaces frequently lead to denial of certification, as do changes in the sequence of spaces (for example, enclosing an entrance stairhall in order to separate a new ground floor apartment from the upper floors of a rowhouse). Removal of historic fabric may also lead to denial of certification.

Interior Features and Finishes. "Bare brick" is less frequently encountered than a few years ago. Nevertheless, removing historic plaster to expose the underlying masonry is still encountered in rehabilitation projects submitted for SHPO and NPS review. Other treatments that can lead to denial of certification are: relocating mantels, ceiling medallions, and other features from one floor to another; "burying" trim when furring out walls for added insulation; and stripping painted wood surfaces to bare wood, and then applying clear finishes

or stains to achieve a desired "natural" look that has no historical basis.

Storefronts. In historic commercial buildings undergoing rehabilitation, storefronts are often modified unsympathetically. Frequently, the large display windows are replaced with windows of a residential character. In other cases efforts are made to "modernize" the historic storefront by removing historic material to create an arcade or by installing new awnings without regard for their compatibility with the storefront or the building. More frequently, the storefront is mistakenly believed to be too deteriorated to save and is replaced altogether.

SUGGESTED READING

Historic Preservation Certifications regulations, 36 CFR Part 67.

***Newbury Village Historic District**, Newbury, Orange County, Vermont. This district contains an exceptional concentration of early 19th century buildings set in a traditional New England village plan around a large public green. The district is characterized by "temple-front" buildings and typifies the vitality of rural Vermont villages before the Civil War. (Photo by: Margaret N. DeLaittre).*

Protection of Historic Resources

Documentation

Mrs. Thomas H. Gale House, Oak Park, Cook County, Illinois. Buildings can derive significance from distinguished interiors. This building, constructed in 1909 by the architect Frank Lloyd Wright, is one of Wright's most successful small house designs of his early Prairie Style houses. (Photo by: Richard Nickel).

The Role of Documentation in Historic Preservation

Historical documentation provides important information related to the significance of a property for use by historians, researchers, preservationists, architects, and historical archeologists. This process is undertaken to make a detailed record of the significance of a property for research and interpretive purposes and for conservation of information in cases of threatened property destruction.

Archeological documentation obtains and records evidence about significant properties associated with past human activity that is important in our prehistory and history. Archeological documentation consists of activities such as archival research, observation and recording of above-ground remains, and observation (directly, through excavation, or indirectly, through remote sensing) of below-ground remains.

Documentation of prehistoric and historic properties appears in a variety of formats. It may be found in, among other places, survey reports, archeological reports, local or State inventories, National Register nominations, or in the collections of the Historic American Buildings Survey/Historic American Engineering Record. The Federal government has established three sets of documentation standards (i.e., Standards for Historical Documentation, Standards for Architectural and Engineering Documentation, and Standards for Archeological Documentation). These standards, along with guidelines for their application, are contained in Archeology and Historic Preservation; Secretary of the Interior's Standards and Guidelines. This publication is available from the Interagency Resources Division, National Park Service, P.O. Box 37127, Washington, D.C., 20013-7127, and is free upon request.

The Role of Historic American Buildings Survey/Historic American Engineering Record in Protecting Historic Resources

The Historic American Buildings Survey/Historic American Engineering Record Division (HABS/HAER) is Congressionally mandated to provide technical standards and guidelines for recording historic structures, to document historic sites and structures, and to assemble that documentation in a publicly accessible national archives.

In 1933 the Historic American Buildings Survey (HABS) was established under a tripartite agreement between the National Park Service, the Library of Congress, and the American Institute of Architects. The National Park Service administers the program while the American Institute of Architects provides professional guidance, and the Library of Congress acts as the repository for the records, serviced by the Prints and Photographs Division. In 1969 the Historic American Engineering Record (HAER) was formed by the National Park Service, the Library of Congress, and the American Society of Civil Engineers (ASCE) to document historic industrial and engineering structures and sites. HABS/HAER documentation consists primarily of measured drawings, large format photographs, and written historical data.

In cooperation with HABS/HAER, State historic preservation offices and State park departments have cosponsored recording projects to document historic resources within their own states. Also, some State historic preservation offices have initiated programs with architecture schools to prepare and submit measured drawings that meet HABS standards for the Charles E. Peterson Prize. The Peterson Prize, named for the founder of HABS, annually are awarded monetary prizes for the best sets of HABS drawings produced by architecture students.

The goal of the HABS/HAER collection is to provide architects, engineers, scholars, and interested members of the public with comprehensive documentation on buildings, sites, structures, and objects significant in American history and the growth and development of the built environment. In 1990, the HABS/HAER collections contained over 47,000 sheets of measured drawings, 136,000 large-format photographs, and 80,000 pages of architectural data.

Preservation Through Documentation

Documenting historic properties promotes preservation in several ways. Adequate documentation can form the basis for planning maintenance, rehabilitation, or restoration treatments. In addition, HABS/HAER records have been invaluable in providing information on changes and alterations that have occurred to individual historic properties. Restoration architects rely on HABS/HAER documentation for correct data and draw extensively on the collection. Historic buildings or structures listed in or eligible for the National Register of Historic Places that are about to be substantially altered or demolished as a result of Federal or Federally assisted action are required under Section 110(b) of the National Historic Preservation Act, as amended, to be documented to HABS/HAER standards. This documentation is administered by the five cultural program regional offices of the National Park Service and transmitted to HABS/HAER. Many State and local preservation commissions have adopted requirements similar to the Federal mitigation program in order to preserve and call attention to threatened historic buildings.

Role of the Review Board in Documentation

As advocates of historic preservation, State Review Board members should understand and promote the use of the HABS/HAER documentation standards and program. HABS/HAER documentation is a valuable source for preservation organizations, Federal agencies, architects, and the general public. For more information about HABS/HAER, please address correspondence to the Chief, HABS/HAER Division, National Park Service, P.O. Box 37127, Washington, D.C. 20013-7127. Records within the HABS/HAER collection are reproducible and copyright free. Copies should be ordered directly from the Library of Congress, Prints and Photographs Division, Washington, D.C. 20540.

SUGGESTED READING

Burns, John A., ed. Recording Historic Structures. Washington, D.C.: The AIA Press, 1989. Available through the AIA Press, request publication #ISBN 1-55835-018-7 (hardcover - $26.95) or #ISBN 1-55835-021-7 (softcover - $19.95), plus $3.00 shipping charge. AIA Order Department, 9 Jay Gould Court, P.O. Box 753, Waldorf, Maryland 20601. With over 200 photographs, drawings, illustrations, a bibliography, and an index, this handbook discusses each aspect of the documentation of historic structures, using examples from the HABS/HAER collection.

The following printed materials are available by writing to: HABS/HAER - National Park Service, P.O. Box 37127, Washington, D.C. 20013-7127. Please send check or money order to cover the cost of reproduction and handling to HABS/HAER General Donations Account. Availability and price accurate as of June 1, 1990.

Anderson, Richard K. Guidelines for Recording Historic Ships. Washington, D.C.: Historic American Buildings Survey/Historic American Engineering Record, National Park Service, 1988. $10.00. This document marks the revival of the 1930's Historic American Merchant Marine Survey and provides the definitive guide to maritime recording.

HABS Field Instructions for Measured Drawings. Washington, D.C.: Historic American Buildings Survey/ Historic American Engineering Record, National Park Service, 1981. $5.00. Gives procedures for producing measured drawings of historic buildings to HABS/HAER standards.

HABS Historian's Procedures Manual. Washington, D.C.: Historic American Buildings Survey/Historic American Engineering Record, National Park Service, 1983. $2.00. Provides guidelines for producing written data on historic buildings to HABS/HAER standards.

HAER Field Instructions. Washington, D.C.: Historic American Buildings Survey/ Historic American Engineering Record, National Park Service, 1981. $5.00. Provides guidelines for documenting to HABS/HAER standards, historic engineering and industrial sites and structures with measured drawings and written data.

Specifications for the Production of Photographs. Washington, D.C.: Historic American Buildings Survey/ Historic American Engineering Record, National Park Service, 1984. $2.00. Provides criteria for the production of large format photographs for acceptance to the HABS/HAER collection.

Transmitting Documentation to HABS/HAER WASO. Washington, D.C.: Historic American Buildings Survey/ Historic American Engineering Record, National Park Service, 1985. $2.00. Provides transmittal procedures and archival requirements of documentation for acceptance to the HABS/HAER collection.

Industrial Eye. Photographs by Jet Lowe from the Historic American Engineering Record. Washington, D.C.: National Trust for Historic Preservation, 1987. Available from Decatur House Museum Shop, 1600 H Street, NW, Washington, D.C. 20006. Request publication #ISBN 0-89133-124-7. Send check or money order made out to the National Trust for $34.95 plus $3.00 for postage and handling. Photographs of the county's engineering and industrial landmarks, illustrating the use of large format photography to document historic engineering works and interpret industrial processes. All photographs meet HABS/HAER standards.

A Record in Detail: The Architectural Photographs of Jack E. Boucher. Columbia: University of Missouri Press, 1988. Available from University of Missouri Press, 200 Lewis Hall, Columbia, Missouri 65211 for $34.95 plus $2.50 handling charge. A selection of the works of HABS photographer Jack E. Boucher, demonstrating the effective use of large format photography to record historic buildings. All photographs meet HABS/HAER standards.

Architectural Graphic Standards, Eighth Edition. American Institute of Architects. New York: John Wiley & Sons, Inc., 1988. The standard reference for architectural information, this edition is the first to have a chapter on historic preservation, including four pages on HABS.

Secretary of the Interior's Standards and Guidelines for Architectural and Engineering Documentation: HABS/ HAER Standards. Available from the Government Printing Office.

Public Participation and Awareness

Pecos National Monument, Pecos vicinity, San Miguel County, New Mexico. Archeological sites can provide information on the lifestyles and building techniques of past periods. These large mounds, restored kivas, and stone and adobe ruins mark the location of two Pecos Indian Pueblos and a 17th century Spanish mission. The site declined in the 18th century from disease and hostile Indian action, and was abandoned in 1838. (Photo by: unknown).

Public participation and awareness in historic preservation help form a statewide constituency that strengthens the effectiveness and visibility of the State program. States are responsible for implementing a public participation process which ensures an opportunity for citizen input in the formulation of the HPF annual grant application, thus ensuring public scrutiny, review, and participation in the establishment of the State's annual goals and priorities.

More than just interested citizens, a State's "preservation public" also includes elected and appointed government officials and business people who administer programs that might affect preservation within the State. By informing these officials of the advantages of preservation and showing them effective examples that have occurred within their sphere of interest, new allies of historic preservation are gained.

One particularly important group that should be continuously educated about preservation is local, State, and national legislators. When convinced of the popularity, efficiency, and economic value of preservation, government officials are generally supportive.

The development of technical education programs that fulfill the growing demand for preservation expertise is an important effort.

During the National Register nomination process the State Review Board has a significant impact on public participation and awareness. In hearing and considering the views of property owners and public officials regarding National Register nominations the Review Board has a highly visible role.

The media are important in publicizing preservation. Notifications of National Register listings, survey grants, and acquisition and development grants present opportunities to explain the State historic preservation program and its accomplishments to the general public.

Role of the Review Board in Public Participation and Awareness

Review Board members can be very valuable in assisting the public participation and awareness process. Review Board members are well equipped to spread the historic preservation message and influence decision-making. Board members can effectively serve preservation's interests by being aware of and commenting on all Federal, State, and local legislation that could have an impact on how preservation is performed and financed. Suggesting new legislation when it is needed is also appropriate.

Review Board members who are well versed in the fundamental historic, aesthetic, and structural values of preservation can share their technical expertise with the growing preservation public through conferences, meetings, and workshops. Such members' participation is significant. Review Board members' contacts with reporters and editors can refine the media's sensitivity to preservation and produce articles on preservation. Special interest stories and feature articles on preservation are important.

Review Board members can gauge what the State preservation program's image is among the general public. This can be done by asking questions such as: Is the preservation message getting across to concerned government officials and citizens? What are the strengths and weaknesses of the State preservation program? Is the program reaching all populations groups and geographical areas within the State? Once these questions are answered, public awareness programs can be focused on specific groups. Review Board members can also increase public awareness by promoting and participating in activities such an National Historic Preservation Week, sponsored by the National Trust for Historic Preservation, and any State-sponsored archeology or historic preservation celebrations. They can assist in developing a list of professional organizations, educational institutions, media contacts, and other allied ogranizations to ensure that the State reaches the widest possible audience for comment on the State historic preservation program.

By periodically looking at such issues, Review Board members with their independent perspectives can determine the effectiveness of a State program in reaching the broadest possible constituency.

Garten Verein Pavilion, *Galveston, Galveston County, Texas. Galveston was a point of entry for German immigrants into Texas in the 19th century. Constructed in 1876, the Garten Verein (Garden Club) is the only remaining link to the social life of these immigrants. It served as a public dancing pavilion and was part of a complex of social buildings. (Photo by: Marilyn Marshall Jones).*

Appendix

NPS Cultural Resources Programs

***Kentucky State Capitol**, interior view, Frankfort, Franklin County, Kentucky. The importance of the early 20th century State capitol building in the civic life of Kentucky is reflected in its magnificent interior. (Photo by: Kentucky Department of Public Information).*

The National Park Service's Cultural Resources Programs provide a variety of historic preservation services. These programs are conducted under the administration of the Associate Director for Cultural Resources. The programs and their responsibilities are described below. Many operations are performed by regional offices. Further information about a program can be obtained by writing to the appropriate division at the National Park Service, U.S. Department of the Interior, P.O. Box 37127, Washington, D.C. 20013-7127.

Interagency Resources

Interagency Resources assists Federal, State, and local governments and other public and private groups, organizations, and individuals in a wide range of historic preservation activities. This program:

- administers and maintains the National Register of Historic Places, reviews and accepts nominations and determinations of eligibility requests.

- maintains and administers the National Register Information System (NRIS), a database of National Register listings.

- administers the Historic Preservation Fund (HPF) grants-in-aid program to States and the National Trust for Historic Preservation in conjunction with the Preservation Assistance Division.

- establishes standards and provides guidance and technical assistance to Federal agencies, States, and local governments (including units of the National Park Service), and the private sector in implementing historic preservation planning, survey, evaluation, and registration.

- provides technical assistance and sponsors workshops on preservation planning, survey, nominations to the National Register, and automation of historic resource databases.

- provides training and assistance on Geographic Information System (GIS) applications for cultural resources.

- administers the National Park Service program of grants to Indian tribes to support the preservation of Indian cultural heritage.

- administers and provides training and assistance to Certified Local Governments (CLGs).

- provides grants, training, and assistance in historic preservation to the governments of Micronesia.

- administers the Secretary of the Interior's American Battlefield Protection Program.

- ensures the effective relationship between the national historic preservation program and National Parks, Federal agencies, State and local governments, and the private sector.

- with the Preservation Assistance Division administers the Preservation Tax Incentives program.

Preservation Assistance

reservation Assistance conducts a variety of activities to uide Federal agencies, States, the Service, and the general ublic in historic preservation project work. This program:

establishes Standards and Guidelines for Acquisition and evelopment projects.

develops, publishes, and distributes technical preservation nformation.

provides training on appropriate preservation approaches nd treatments.

with the Interagency Resources Division, administers the reservation Tax Incentives program.

monitors the status of National Historic Landmarks and oordinates technical assistance.

with the Interagency Resources Division, manages the listoric Preservation Fund grants-in-aid program.

conducts research to help quantify the effects of acid rain on ultural resources.

implements the Skills Development Plan for historical rchitects in the National Park Service.

he Historic American Buildings Survey/Historic American ngineering Record (HABS/HAER) produces measured rawings, large format photographs, and written histories on istoric sites and structures that are significant to the rchitectural, engineering, maritime, and industrial heritage f the United States. In 1990, the HABS/HAER collections ontained over 47,000 sheets of measured drawings, 136,000 arge format photographs, and 80,000 pages of architectural ata.

he HABS/HAER collections are accessible to the public from :30 a.m. to 5:00 p.m., Monday through Friday in the Library f Congress, Prints and Photographs Division, located in oom 339 in the James Madison Building, First and ndependence Avenue, SE, Washington, D.C. All records are eproducible and copyright free. Reproductions of the ecords may be ordered through the Photoduplication Service f the Library of Congress.

Archeological Assistance

Archeological Assistance provides Federal and State agencies with technical assistance on the identification, evaluation, and preservation of archeological properties, including limited technical assistance on specific projects for the recovery of important archeological and historic data threatened with damage or destruction by Federal undertakings. The Archeological Assistance Division:

- develops and distributes a series of technical publications, including a quarterly newsletter, the Federal Archeology Report, and the AAP Technical Brief series.

- conducts meetings, activities, and programs to coordinate Federal archeological activities.

- prepares an annual report to Congress on the Federal archeological program.

- maintains the National Archeological Database (NADB), the Listing of Education in Archeological Programs (LEAP), and LOOT, which is a clearinghouse of information on prosecutions of looted and vandalized archeological resources on public land.

- provides training for Federal and State agencies and provides staff support to Interior's Departmental Consulting Archeologist.

Archeological Assistance Program staff in the Washington office develop regulations and other policy documents and coordinate the national archeological program while staff in the five regional offices implement national policy through liaison with field offices of other agencies and State historic preservation offices.

The History Program

• administers the National Historic Landmarks Survey to study, identify, and manage the process of designation of National Historic Landmarks.

• develops a program of administrative histories of parks, programs, and policies to document and interpret the institutional history of the National Park Service.

• manages a maritime preservation program which inventories historic maritime resources, evaluates the significance of those resources, develops Standards and Guidelines for maritime preservation, coordinates the practice of maritime history and preservation in the National Park System, and cooperates in underwater archeological research activities undertaken by the NPS.

• reviews plans, undertakings, reports, and studies related to historic resources within the National Park System, as well as National Register of Historic Places documentation for NPS areas.

• participates in development of guidelines and policies related to cultural resources management in the NPS.

• prepares studies nominating U.S. prehistoric and historic sites to the World Heritage List.

Anthropology Program

This program is responsible for developing service-wide archeological and ethnographic program policies, guidelines, and standards; and for monitoring program operations in the Service's field offices and parks. The archeological function is concerned with preservation, protection, and visitor use activities related to the archeological aspects of the cultural resources found in the National Park system. The ethnographic function is concerned with natural and cultural resources that, while incorporated into national parks areas, are traditionally associated with and significantly related to the lifeways of contemporary American Indians and other ethnic communities. A principal goal is to develop effective partnerships with these ethnic communities to promote appropriate conservation practices.

Park Historic Architecture

Park Historic Architecture conducts activities related to the preservation of the prehistoric and historic structures and cultural landscapes within the units of the National Park system. This program:

• develops, interprets, and monitors the application of regulations, management policies, guidelines, and standards.

• develops technical preservation techniques and methods.

• organizes, delivers, and participates in employee development opportunities for NPS employees working the in the system.

• develops and implements management inventories and information systems including the computerized List of Classified Structures, Cultural Landscapes Inventory, Cultural Resources Management Bibliography, Inventory and Condition Assessment Program, and the Historic Resources Preservation Database.

• provides technical advice and information on complex and controversial resource issues.

Curatorial Services

Curatorial Services develops and coordinates Service-wide policies, standards, and procedures for the management of NPS museum collections, including natural and cultural materials. This program:

• coordinates development of new and revised policy and guidance documents (e.g., NPS Museum Handbook) on the acquisition, documentation, cataloging, conservation, storage, use, and disposition of museum objects.

• coordinates and implements the Automated National Catalog System (ANCS) and maintains the centralized records of the National Catalog.

• develops and conducts curatorial training programs for NPS museum collections managers.

• coordinates production of Collection Management Plans for NPS museum collections.

• produces the technical information series Conserve O Grams.

• provides parks and centers with technical assistance on the storage and maintenance of museum collections.

• maintains product information on curatorial supplies and equipment and coordinates the program to facilitate purchases and loans of equipment to parks.

• operates the NPS Clearinghouse to assist parks in disposing of museum objects.

National Park Service Regional Offices

Regional offices of the NPS perform a variety of functions related to the administration of the national historic preservation program. Regional offices of the NPS:

• conduct State Program Review.

• provide oversight and review of State HPF operations.

• review and certify applications for Federal tax credits for rehabilitation of certified historic structures.

• certify local government applications to become Certified Local Governments.

• provide technical assistance to owners of National Historic Landmarks

• conduct assessments for endangered NHLs (Section 8 Report).

• update NHL documentation, conduct NHL boundary studies, and generate new NHL nominations.

• provide technical assistance to Federal agencies to fulfill agency responsibilities under Section 110 of the Act.

• maintain, update, and disseminate the National Archeological Data Base (NADB).

• provide technical assistance, training, and information in a broad range of historic preservation subjects to State historic preservation offices, local governments, and the private sector.

• provide technical assistance and oversight for States and local governments to develop comprehensive historic preservation planning.

• assist units of the National Park System in carrying out their historic preservation responsibilities.

• undertake HABS/HAER recording projects.

• review requests for transfer of surplus property.

Mid Atlantic Region
143 South Third Street
Philadelphia, PA 19106
(215)597-3679

Midwest Region
1709 Jackson Street
Omaha, NE 68102
(402) 221-3448

North Atlantic Region
15 State Street
Boston, MA 02109
(617) 223-5200

National Capital Region
1100 Ohio Drive, SW
Washington, D.C. 20242
(202) 485-9666

Pacific Northwest Region
83 South King Street
Seattle, WA 98104
(206) 442-5622

Rocky Mountain Region
P.O. Box 25287
Denver, CO 80225-0287
(303) 969-2504

Southeast Region
75 Spring Street, SW
Atlanta, GA 30303
(404) 331-4998

Southwest Region
P.O. Box 728
Santa Fe, NM 87504-0728
(505) 988-6375

Western Region
450 Golden Gate Avenue
San Francisco, CA 94102
(415) 556-5560

Alaska Region
2525 Gambell Street
Anchorage, AK 99503-2892
FTS 8 -907-257-2696

Other National Preservation Organizations

Old Post Office, St. Louis, Missouri. Constructed between 1873-1884 (Alfred B. Mullett, architect), the Old Post Office is an outstanding example of the French Second Empire style of architecture. (Photo by: Historic American Buildings Survey).

Advisory Council on Historic Preservation

The Old Post Office Building
1100 Pennsylvania Avenue, NW, Room 809
Washington, D.C. 20004
(202) 786-0503

The Advisory Council on Historic Preservation, an independent Federal agency established by the National Historic Preservation Act, as amended, has two primary functions. It serves as a key policy advisor to the President and the U.S. Congress on historic preservation matters, and it advises Federal agencies to ensure that their actions do not needlessly harm the Nation's historic resources.

The latter function — authorized by Section 106 of the National Historic Preservation Act, as amended and commonly called "Section 106 review" — involves review and comment upon Federal, federally assisted and federally licensed undertakings that could affect properties listed in or eligible for the National Register of Historic Places. This review and commenting process is set forth in the Council's regulations, "Protection of Historic Properties," 36 CFR Part 800.

The Council consults with Federal agencies to ensure that their policies and programs contribute to the preservation and enhancement of Federal and non-federally owned historic properties. The Mining in the National Parks Act of 1976 requires the Council to respond to requests from the Secretary of the Interior for advice on how to protect important historical and natural areas from the adverse effects of surface mining. The Council has also been designated as an agency with special competence whose comments should be sought in preparation of environmental impact statements. In each instance, the purpose of review is to ensure that Federal agencies consider the impact of their proposed undertakings upon historic resources and avoid damaging buildings, sites, structures, objects, and districts if possible.

Other legislation gives the Council additional responsibility. These laws are aimed more at encouraging preservation of resources than protecting them from immediate threat. For instance, the Public Buildings Cooperative Use Act of 1976 authorizes the Council to identify, upon request from the General Services Administration, buildings of historic, architectural, or cultural significance that can be adapted or rehabilitated to meet space needs of the Federal Government. A 1970 amendment of the National Historic Preservation Act gives the Council international responsibilities as coordinator of United States membership in the International Centre for the Study of the Preservation and Restoration of Cultural Property. The centre is an intergovernmental body, headquartered in Rome, whose purpose is to provide assistance in solving difficult technical preservation problems, and to promote research, training, and an exchange of information among countries.

The Council has 19 members. The President of the United States appoints four citizens from the general public, four historic preservation experts, four heads of Federal agencies affecting historic properties, one governor, and one mayor. In addition the Council includes the Secretary of the Interior, the Secretary of Agriculture, the Architect of the U.S. Capitol, the President of the National Conference of State Historic Preservation Officers, and the Chairman of the National Trust for Historic Preservation.

The National Trust For Historic Preservation

1785 Massachusetts Avenue, NW
Washington, D.C. 20036
(202) 673-4000

The National Trust for Historic Preservation is a private, nonprofit membership organization chartered in 1949 by Congress to conserve historically significant property and to encourage public participation in the preservation of buildings, sites, objects, and maritime property important in American history and culture.

Support for the Trust is provided by membership dues, endowment funds, contributions, and matching grants from Federal agencies, including the Historic Preservation Fund.

The National Trust provides advisory and technical assistance to private preservation-related organizations, libraries, individuals, and government entities. It collects and exchanges information on successful preservation projects, helps solve specific problems, provides guidance to new preservation programs and groups, and initiates special projects to further preservation of target areas and develop techniques that can be used elsewhere. These ends are met by:

- publication of periodicals, books and pamphlets on preservation
- programs of public awareness
- educational programs
- direct grant/loan programs
- research facilities and projects
- preparation of information for legislation in Congress
- legal counseling on historic preservation issues
- management of historic properties

The National Trust owns and operates eight historic house museums, co-stewards nine more, and owns several dozen other historic properties.

Advisory services are provided primarily through the Trust's six regional offices and one field office:

Northeast Regional Office, Old City Hall, Fourth Floor, Boston, Massachusetts 02108 (617) 523-0885. (Connecticut, Maine, Massachusetts, New Hampshire, New York, Rhode Island, Vermont)

Mid-Atlantic Regional Office, Cliveden, 6401 Germantown Avenue, Philadelphia, Pennsylvania 19144. (215) 438-2886 (Delaware, District of Columbia, Maryland, New Jersey, Pennsylvania, Puerto Rico, Virgin Islands, Virginia, West Virginia)

Southern Regional Office, 456 King Street, Charleston, South Carolina 29403. (803) 722-8552. (Alabama, Arkansas, Florida, Georgia, Kentucky, Louisiana, Mississippi, North Carolina, South Carolina, Tennessee)

Midwest Regional Office, 53 West Jackson Blvd., Suite #1135 Chicago, Illinois 60604. (312) 939-5547. (Illinois, Indiana, Iowa, Michigan, Minnesota, Missouri, Ohio, Wisconsin)

Mountains/Plains Regional Office, 511 16th Street, Suite 700, Denver, Colorado 80202. (303) 623-1504. (Colorado, Kansas, Montana, Nebraska, North Dakota, South Dakota, Oklahoma, Wyoming)

Western Regional Office, 1 Sutter St., Suite 707, San Francisco, California 94104. (415) 956-0610. (Alaska, Arizona, California, Hawaii, Idaho, Nevada, Oregon, Utah, Washington, American Samoa, Guam, Micronesia, Wake-Midway)

Texas/New Mexico Field Office, 500 Main St., Suite 606, Fort Worth, TX 76102. (817) 332-4398.

Special projects undertaken by the National Trust include the National Main Street Center, which works toward revitalizing the downtown areas of small communities (populations under 50,000), and the Rural Conservation Project, which focuses on conserving valuable farmland and open spaces and preserving small rural towns and buildings.

Preservation Action

1350 Connecticut Avenue, NW
Suite 401
Washington, D.C. 20036
(202) 659-0915

Preservation Action is a national citizen's lobby for historic preservation and neighborhood conservation. The organization works to increase opportunities for historic preservation in communities by advocating improved government programs, increased funding, and greater awareness of the built environment.

Preservation Action's nationwide legislative "Network" communication system alerts activists regarding immediate lobbying needs, while its quarterly newsletter, the Alert, and "special action" Communiques update recent activities in the administration and Congress.

Organized in 1974, Preservation Action has its headquarters in Washington, D.C. The 200-member board of directors represents virtually all geographic regions in the United States.

National Conference of State Historic Preservation Officers

Hall of States
444 No. Capitol Street, NW.
Suite 332
Washington, D.C. 20001
(202) 624-5465

SHPOs and their staffs are members of the National Conference of State Historic Preservation Officers (NCSHPO), formed to exchange information and promote common interests. This organization meets periodically to discuss issues of concern and foster a unified approach to historic preservation among the 59 States and Territories. The NCSHPO advises the NPS and aids in developing NPS policy.

National Alliance of Preservation Commissions

Hall of States
444 No. Capitol St., NW.
Suite 332
Washington, D.C. 20001
(202) 624-5465

Begun in 1983, the National Alliance is an organization representing over 1,000 landmark and historic district commissions, and boards of architectural review in the United States. The National Alliance is a network of local commissions organized to provide information and education to each other. It prints a newsletter, The Alliance Review, operates a resource center of information used and developed by commissions, holds technical seminars and conferences, regional events, and an annual national meeting.

The United States Committee of the International Council on Monuments and Sites (US/ICOMOS)

1600 H Street, NW.
Washington, D.C. 20006
(202) 842-1866

US/ICOMOS is one of 68 national committees of ICOMOS forming a worldwide alliance for the study and conservation of historic buildings, districts, and sites. It is the focus of international cultural resources exchange in the United States and shares preservation information and expertise with other ICOMOS committees around the world.

The National Center for Preservation Law

1333 Connecticut Avenue, NW
Washington, D.C. 20036
(202) 338-0392

The National Center for Preservation Law issues a newsletter called Preservation Law Update, which summarizes court decisions involving local historic preservation commissions and announces important new publications in the area of historic preservation law. The Center also periodically issues Special Reports, operates the Preservation Law Hotline, and provides preservation law consulting to State and local government agencies and non-profit organizations working in historic preservation and land conservation.

Federal Preservation Forum

Brit A. Storey, President
Bureau of Reclamation
P.O. Box 25007
Denver, CO 80225-0007
(303) 236-8723

The Federal Preservation Forum seeks cooperation among all aspects of Federal historic preservation programs through: dialogue among the major participants in the Federal historic preservation program including Federal Preservation Officers and their staffs, field personnel in Federal agencies, the programs of the National Park Service, the Advisory Council on Historic Preservation, the National Conference of State Historic Preservation Officers, the National Trust for Historic Preservation, and other groups; information exchange at meetings, training, workshops, in publications, in order to improve agency programs; awards and professional recognition programs; and professional enhancement and the development of a professionally trained and recognized work force in the Federal historic preservation program.

Keepers of the Treasures - Cultural Council of American Indians, Alaska Natives, and Native Hawaiians

David Cole, Chairman
P.O. Box 1548
Ada, Oklahoma 74820
(405) 436-2603

Keepers of the Treasures is a tribal organization dedicated to protecting, revitalizing, and maintaining the cultural lifeways and historic properties of American Indians, Alaska Natives, and Native Hawaiians. Incorporated in June, 1991, in Washington, D.C., it is seeking 501(c)(3) status. Keepers of the Treasures is the only national tribal organization that addresses the full range of tribal cultural heritage issues, for example, historic properties, native language, dance, art, music, cultural heritage education, archives, and museums.

Federal Laws Directly Affecting Historic Preservation

Henry C. Trost House, El Paso, El Paso County, Texas. Constructed in 1908, this is the most outstanding example of architect Henry C. Trost's Prairie Style buildings. Trost was the foremost architect of the style in the Southwestern U.S. The building is distinguished by its Sullivanesque ornament and its low roof with massive projecting eaves. (Photo by: Carla Hoskins).

Laws Governing National Historic Preservation Programs

Historic Sites Act of 1935
Public Law 74-292

This act establishes as national policy the preservation for public use of historic resources by giving the Secretary of the Interior the power to make historic surveys to document, evaluate, acquire, and preserve archeological and historic sites across the country. It led to the eventual establishment within the National Park Service of the Historic Sites Survey, the Historic American Buildings Survey, and the Historic American Engineering Record.

National Historic Preservation Act of 1966
Public Law 89-665 16 U.S.C. 470-470m.

This act authorizes the Secretary of the Interior to expand and maintain a National Register of districts, sites, buildings, structures, and objects significant in American history, architecture, archeology, engineering, and culture, of National, State, and local significance, and to grant funds to States for the purpose of undertaking comprehensive statewide historic surveys and preparing statewide plans for historic preservation. It establishes a program for matching

grants-in-aid to the States for the preservation, acquisition, and development of National Register properties and provides funding to the National Trust for Historic Preservation to implement its programs. The Advisory Council on Historic Preservation was established through this act to advise the President and Congress on matters relating to historic preservation and to comment on federally licensed, funded, or executed undertakings affecting National Register properties. Under section 106 Federal agencies are required to take into account the effect of their proposed undertakings on properties listed in or eligible for inclusion in the National Register before the expenditure of Federal funds or the issuance of any licenses, and to allow the Advisory Council a reasonable opportunity to comment. This act was amended significantly by the National Historic Preservation Act Amendments of 1980.

National Historic Preservation Act Amendments of 1980
Public Law 96-515 December 12, 1980

These amendments continue existing National Register programs, require public and local government participation in the nomination process, and prohibit listing of properties if the private property owner objects. The amendments specifically authorize the National Historic Landmarks program, strengthen the role of State programs, establish statutory authority for existing elements of programs (such as SHPOs, review boards, and public participation), and establish statutory responsibilities for Federal agencies to manage Federally-owned historic properties, surveys and nominations, recording of buildings to be lost, appointment of agency preservation officers, leasing of historic Federal buildings, and increased sensitivity of Federal programs to meeting preservation objectives.

The amendments require the Department of the Interior to develop standards for the preservation of Federally-owned or controlled historic properties and regulations for ensuring that Federally-owned or controlled archeological collections are deposited in institutions with adequate long-term curatorial capability. They allow Federal agencies to waive the 1-percent limitation on data recovery authorized by the Archeological and Historic Preservation Act of 1974. They authorize the Secretary of the Interior to direct U.S. participation in the World Heritage Convention and establish procedures for nomination of World Heritage properties. A 30 day review period for Senate and House Committee review of Interior regulations is provided. The Secretary of the Interior is required to report on establishing a national system of cultural parks and on fire in historic properties. The amendments authorize Federal courts to award attorneys' fees and costs in suits. Membership of the Advisory Council on Historic Preservation is changed and the Council is given additional authority to review Federal programs and recommend improvements and educate government agencies, organizations, and the public concerning Council activities. The Council is required to report on Federal tax laws to Congress within one year. The new provisions authorize a system for exemption of programs from Section 106 when impacts are negligible and require procedures for participation of local governments in the Section 106 process. They require Federal agencies to consult with the Council regarding contracts to manage historic properties and to seek Council comments on actions affecting nationally significant properties.

Amendment to the Land and Water Conservation Fund Act of 1965
Public Law 94-422 16 U.S.C. 4601-4 1976

This act allows the Secretary of the Interior, at his discretion, to increase the maximum percentage of Federal funding from 50 percent to 70 percent for statewide historic preservation plans, surveys, and project plans as allowed under the National Historic Preservation Act of 1966. It establishes a Historic Preservation Fund to carry out the provisions of this act and establishes the Advisory Council on Historic Preservation as an independent agency. Section 106 of the National Historic Preservation Act is amended to direct Federal agencies to take into account in the planning process properties eligible for inclusion in the National Register, as well as those already listed.

Laws Governing National Historic Landmarks

Historic Sites Acts of 1935 - See above.

National Historic Preservation Act of 1966 as amended - See above.

Laws Governing the Federal Archeology Program

Antiquities Act of 1906
Public Law 59-209 16 U.S.C. 431-33

This act authorizes the President to designate historic and natural resources of national significance located on federally owned or controlled lands as national monuments. It provides for the protection of all historic and prehistoric ruins and objects of antiquity located on Federal lands by providing criminal sanctions against excavation, injury, or destruction of such antiquities without the permission of the Secretary of the department having jurisdiction over such resources. The Secretaries of the Interior, Agriculture, and Defense are authorized to issue permits for archeological investigations on lands under their control to recognized educational and scientific institutions for the purpose of systematically and professionally gathering data of scientific value.

The Archeological and Historic Preservation Act of 1974
Public Law 93-291 16 U.S.C. 469a

This act calls for the preservation of historic and archeological data that would otherwise be lost as a result of Federal construction or other federally licensed or assisted activities. It authorizes the Secretary of the Interior, or the agency itself, to undertake recovery, protection, and preservation of such data. When Federal agencies find that their undertakings may cause irreparable damage to archeological resources, the agencies shall notify the Secretary of the Interior, in writing, of the situation. The agencies involved may undertake recovery and preservation with their own project funds, or they may request the Secretary of the Interior to undertake preservation measures. Archeological salvage or recording by the Historic American Buildings Survey or the Historic American Engineering Record are among the alternatives available to the Secretary. This act presents two innovations over previous law: 1) previously, only dams were covered, now all Federal projects are; and 2) up to 1 percent of project funds may be used for this purpose. This act was amended by the National Historic Preservation Act Amendments of 1980.

Archaeological Resources Protection Act of 1979
Public Law 96-96 October 31, 1979

This act protects archaeological resources on public lands and Indian lands. It establishes a permit application procedure for the excavation and removal of archaeological resources located on these lands, and provides for criminal penalties for the excavation, removal, damage, sale, exchange, purchase, or transportation of these archaeological properties unless such activity is pursuant to a permit issued under authority of the act. It also establishes rewards for information leading to convictions under the act and authorizes the issuance of regulations for the exchange and ultimate disposition of archeological resources removed from public and Indian lands or recovered under the Reservoir Salvage Act.

Archeological Resources Protection Act Amendments of 1988
Public Law 100-555 and 100-588

These amendments strengthened the Archeological Resources Protection Act by lowering the limit of felony violation of the Act to $500.00 worth of damage to archeological sites and prohibiting the attempt to damage a site. They also require that Federal agencies develop public awareness programs, prepare plans and schedules for surveying land under their jurisdiction, and develop documents for reporting suspected violations of the Act.

Abandoned Shipwreck Act of 1987
Public Law 100-298. April 28, 1988

In this law the United States asserts title to any abandoned shipwreck that is embedded in submerged lands of a State; embedded in coralline formations protected by a State on submerged lands of a State; or on submerged lands of a State and is included in or determined eligible for inclusion in the National Register. The title of the United States to these shipwrecks is transferred to the State in whose submerged lands the shipwreck is located, except for shipwrecks in or on public lands of the United States and Indian lands. The Act also requires the Department of the Interior to issue guidelines for use by the States and Federal agencies in developing legislation and regulations to carry out their responsibilities under the Act. The Act makes the Law of Finds and the Law of Salvage inapplicable to shipwrecks subject to the Act.

Native American Graves Protection and Repatriation Act of 1990
Public Law 101-601 25 USC 3001-3013

The Native American Graves Protection and Repatriation Act (NAGPRA) describes the rights of Native American lineal descendants, Indian tribes, and Native Hawaiian organizations with respect to human remains, funerary objects, sacred objects, and objects of cultural patrimony with which they can demonstrate lineal descent or cultural affiliation. NAGPRA affirms the right of such individuals or groups to decide disposition or take possession of such items. The law requires Federal agencies and museums receiving Federal funds to inventory holdings of such remains and objects, and work with Indian tribes and Native Hawaiian organizations to reach agreements on the repatriation or other disposition of these remains and objects. Once lineal descent or cultural affiliation has been established, and in some cases the right of possession also has been demonstrated, lineal descendants, affiliated Indian tribes, or affiliated Native Hawaiian organizations generally make the final determination about the disposition of cultural items.

NAGPRA also protects Native American burial sites and controls the removal of human remains, funerary objects, sacred objects, and items of cultural patrimony on Federal and tribal lands. Many historic or prehistoric artifacts, however, may remain in Federal or museum ownership. For example, pottery, stone tools, and metal artifacts not from burial sites are not covered by NAGPRA. The law stipulates that illegal trafficking in human remains and cultural items may result in criminal penalties.

Laws Governing Federal Preservation Tax Incentive

Section 48 (g) of the Internal Revenue Code of 1986, (Certified Rehabilitations)

Section 170(h) of the Internal Revenue Code of 1986, (Qualified Conservation Contributions

Since 1976 the Internal Revenue Code has contained incentives to stimulate investment in income-producing historic buildings. Currently the Internal Revenue Code provides for a 20% investment tax credit for the substantial rehabilitation of historic buildings for depreciable uses such as for commercial, industrial, or rental residential purposes, and a 10% tax credit for the substantial rehabilitation for nonresidential but depreciable purposes of buildings built before 1936. There is no investment tax credit for owner-occupied residences. The preservation tax incentives are available for any qualified project that the Secretary of the Interior designates a **certified rehabilitation** of a **certified historic structure.**

The Internal Revenue Code also permits income and estate tax deductions for charitable contributions of partial interests in historic property. Generally, the donations of a qualified real property interest to preserve a **historically important land area** or a **certified historic structure** meets the test of a charitable contribution for conservation purposes. For purposes of the charitable contribution provisions only, a **certified historic structure** need not be depreciable to qualify, may be a structure other than a building, and may also be a remnant of a building, such as a facade, if that is all that remains, and may include the land area on which it is located.

Other Major Federal Historic Preservation Laws

The Department of Transportation Act of 1966
Public Law 89-670 23 U.S.C. 138 - "4(f)"

This act directs the Secretary of Transportation not to approve any program or project that requires the use of land from a historic site of national, State, or local significance as determined by Federal, State, or local officials having jurisdiction thereof unless 1) there is no feasible and prudent alternative to the use of such land, and 2) such program includes all possible planning to minimize harm to such historic property. This means that the Federal Highway Administration, the Federal Aviation Administration, the Urban Mass Transportation Administration, and the U.S. Coast Guard must consider the potential effect of their projects on historic resources whether or not the historic resource affected is listed in or determined to be eligible for the National Register.

National Environmental Policy Act of 1969
Public Law 91-190 42 U.S.C. 4321 et. seq. (1970)

Under this act Federal agencies are obligated to consider the environmental costs of their projects as part of the Federal planning process. For major Federal actions significantly affecting the quality of the human environment, Federal agencies are to prepare an environmental impact statement. The Department of the Interior and the Advisory Council on Historic Preservation comment on environmental impact statements to evaluate impact on historic resources.

Surplus Real Property Act, 1972 Amendment to the Federal Property and Administrative Services Act of 1949
Public Law 92-362 40 U.S.C. 484 (k) (3)

This act authorizes the General Services Administration to convey approved surplus Federal property to any State agency or municipality free of charge, provided that the property is used as a historic monument for the benefit of the public. To qualify for this provision, the structure must be included in or eligible for inclusion in the National Register. Such free use is also applicable to revenue-producing properties if the income in excess of rehabilitation or maintenance costs is used for public historic preservation, park, or recreation purposes, and if the proposed income-producing use of the structure is compatible with historic monument purposes as approved by the Secretary of the Interior. It includes recapture provisions under which the property would revert to the Federal Government should it be used for purposes incompatible with the objective of preserving historic monuments.

***Blytheville Greyhound Bus Station**, Blytheville, Arkansas County, Mississippi. Constructed in 1937, this bus station is one of the purest examples of the Art Moderne Style in the State's commercial architecture. The building is virtually unaltered on the exterior and retains a high degree of original interior features. (Photo by: Michael Swanda and Steve Mitchell).*

Federal Regulations

***Ellis County Courthouse Historic District**, Waxahachie, Ellis County, Texas. Many small communities retain their late 19th and early 20th century commercial districts intact. This district of approximately 50 commercial buildings reflects the town's importance as the center of a cotton producing region. Pictured is the 1889 Italianate style Masonic Building. (Photo by: Stephen Smith).*

Regulations Implementing the National Historic Preservation Act

36 CFR Part 60 - National Register of Historic Places.

36 CFR Part 61 - Procedures for Approved State and Local Government Historic Preservation Programs.

36 CFR Part 63 - Determinations of Eligibility for Inclusion in the National Register of Historic Places.

36 CFR Part 68 - The Secretary of the Interior's Standards for Historic Preservation Projects.

36 CFR Part 73 - World Heritage Convention.

36 CFR Part 78 - Waiver of Federal Agency Responsibilities under Section 110 of the National Historic Preservation Act, as amended.

36 CFR Part 800 - Protection of Historic Properties (Advisory Council on Historic Preservation).

Regulations Governing National Historic Landmarks

36 CFR Part 65 - National Historic Landmarks Program.

Regulations Governing the Federal Archeology Program

43 CFR Part 3 - Preservation of American Antiquities.

43 CFR Part 7 - Protection of Archaeological Resources.

36 CFR Part 79 - Curation of Federally Owned and Administered Archeological Collections.

*The **Haskell Playhouse**, Alton, Madison County, Illinois, is an excellent example of Queen Anne and Stick styles of architecture. It was built c. 1885 as a playhouse for the daughter of the prominent Haskell family. (Photo by: Robert Graul).*

Regulations Governing Federal Preservation Tax Incentives

36 CFR Part 67 - Historic Preservation Certifications.

26 CFR Parts 1 and 602 - Investment Tax Credit for Qualified Rehabilitation Expenditures (Internal Revenue Service).

26 CFR Parts 1, 20, 25, and 602 - Income Taxes: Qualified Conservation Contributions (Internal Revenue Service).

Regulations Governing Other Major Federal Historic Preservation Programs

23 CFR Part 771 - Environmental Impact and Related Procedures (Department of Transportation, Federal Highway Administration).

40 CFR Parts 1500-1517 - Regulations of the Council of Environmental Quality.

41 CFR Part 101-17 - Assignment and Utilization of Space (General Services Administration, Public Buildings Service).

41 CFR Part 101-20 - Management of Buildings and Grounds (General Services Administration, Public Buildings Service).

Historic Preservation Standards and Guidelines

Archeology and Historic Preservation; Secretary of the Interior's Standards and Guidelines.

The Secretary of the Interior's Standards for Historic Preservation Projects, with Guidelines for Applying the Standards.

Standards for Historic Vessel Preservation Projects with Guidelines for Applying the Standards.

Guidelines for Federal Agency Responsibilities, Under Section 110 of the National Historic Preservation Act, as amended.

Abandoned Shipwreck Guidelines.

National Register Bulletins Series.

GLOSSARY

Acquisition project - a grant project that has for its purpose obtaining fee title or interest other than fee title of real property (including the acquisition of development rights or remainder interest).

Advisory Council on Historic Preservation - an independent Federal agency that advises the President and the U.S. Congress on matters pertaining to preservation of historic, archeological, architectural, and cultural properties.

Allowable cost - those eligible, reasonable, necessary, and allocable costs that are permitted under appropriate Federal cost principles, in accordance with program policy, within the scope of the project and authorized for HPF participation.

Amendment - an official alteration of the grant agreement that modifies the approved agreement in a specified manner.

Apportionment - the distribution of Historic Preservation Fund monies made annually by the Secretary of the Interior to eligible States and other grantees.

Appropriation - the funds that Congress makes available from the Historic Preservation Fund for specific program purposes.

Authorization - the maximum possible amount of money approved by Congress for the Historic Preservation Fund.

Building - A building, such as a house, barn, church, hotel, or similar construction, is created principally to shelter any form of human activity. "Building" may also be used to refer to a historically and functionally related unit, such as a courthouse and jail or a house and barn.

Certification of rehabilitation - see "Certified rehabilitation."

Certification of significance - see "Certified historic structure."

Certified historic structure - for Federal tax purposes, any structure which is either (1) listed individually in the National Register of Historic Places or (2) located in a registered historic district and is certified by the Secretary of the Interior as being of historic significance to the district.

Certified Local Government (CLG) - a Federal program established by the 1980 Amendments to the National Historic Preservation Act to give local governments a formal role in the national historic preservation program, and in particular, the National Register nomination process. See text chapter on CLGs.

Certified rehabilitation - for Federal tax purposes, any rehabilitation of a certified historic structure which the Secretary of the Interior has certified as being consistent with the historic character of the structure, and, where applicable, with the district in which such structure is located.

Code of Federal Regulations (CFR) - a series published by the Federal Government which contains codification of the general and permanent rules published in the Federal Register by agencies of the Federal Government.

Comprehensive State historic preservation plan - the document that is produced through the historic preservation planning process (see Planning Process), and that addresses long-term, statewide preservation needs, required by the National Historic Preservation Act of 1966, as amended.

Conflict of interest - an actual or apparent conflict between one's obligation to the public good and one's self-interest.

Covenant - a deed restriction limiting the owner's use of his/her property.

Cultural resource - any district, site, building, structure, or object significant in American history, architecture, archeology, engineering or culture at the national, State, or local level.

Depreciation - a reasonable annual deduction allowed for exhaustion, wear and tear of a property, except land, used in a trade or business or held in the production of income.

Determination of eligibility - a decision by the Department of the Interior that a district, site, building, structure, or object meets the National Register Criteria for Evaluation although the property is not formally listed in the National Register of Historic Places.

Development project - a project that has for its purpose the stabilization, preservation, rehabilitation, restoration, or reconstruction of a historic property.

District - a district possesses a significant concentration, linkage, or continuity of sites, buildings, structures, or objects united historically or aesthetically by plan or physical development.

Easement - the right of one person to use (or restrict the use of) the property or property rights (that is, the right of access, the right to limit exterior alterations) of another for a stated term. The owner retains the major interest and can live in the property, will the property to another, or sell the property. Transfer of title does not affect the easement, which remains in effect for the stated term.

Environmental impact statement (EIS) - a report reviewed by the Environmental Protection Agency on the effects a Federal project will have on the surrounding environment including cultural resources.

Federal assistance - (or "federal assistance programs") means programs that provide assistance through grants or contractual agreements, and includes technical assistance programs or programs providing assistance in the form of loans, loan guarantees, or insurance.

Federal fiscal year - October 1 through September 30.

Goal - a timeless value statement that expresses the desired change that the State historic preservation office wants to accomplish and that serves as a guide for the grantee's planning and programming.

Grant - for the purposes of the Historic Preservation Fund, money or property provided in lieu of money, paid or furnished by the Federal Government under the National Historic Preservation Act, as amended, to carry out program objectives for a specified period of time consistent with the terms of an approved work plan budget and executed grant agreement.

Grantee - the grantee is the official recipient of Federal grant money, e.g., State or National Trust. For purposes of the Historic Preservation Fund program implemented by the State, the term refers to the State agency, office, or other organizational unit of which the SHPO is the administrator and to which HPF grants are awarded. This office is accountable to the Federal Government for all grant funds, including cash and noncash contributions applied in support of the grant, and for the performance of the grant-supported activity.

HABS - Historic American Buildings Survey. A program of NPS that identifies and records buildings significant in American architecture.

HAER - Historic American Engineering Record. A program of NPS that identifies and records significant American engineering and industrial sites and structures.

Identification - the process of gathering information about prehistoric and historic properties in an area, generally by means of background research and a survey.

Inventory - a repository of information on specific properties evaluated as significant.

National Trust for Historic Preservation - the private, nonprofit organization chartered by legislation approved by Congress on October 26, 1949, with the responsibility of encouraging public participation in the preservation of districts, structures, sites, buildings, and objects significant in American history and culture.

NCSHPO - National Conference of State Historic Preservation Officers. An organization of persons responsible for the administration of State historic preservation programs in each of the 59 States and the territories, including the SHPOs and their staffs.

NEPA - National Environmental Policy Act of 1969, as amended, instructs Federal agencies to consider impacts of projects on environmental, historic, cultural, and other kinds of resources, and requires Environmental Impact Statements (EIS).

NPS - National Park Service, U.S. Department of the Interior. NPS, established August 25, 1916, administers the National Park system and has managed the prehistoric and historic areas of the National Park System and preservation programs of the Department.

National Register of Historic Places Registration Form (NPS 10-900) - the form used for nominating or requesting determinations of eligibility for individual properties, including districts.

National Register of Historic Places Multiple Property Documentation Form (NPS 10-900b) - the foundation of a multiple property submission, which provides a flexible and efficient framework for registering a group of significant properties linked by a common historic context. This form documents one or more historic contexts. Individual properties associated with that context are documented on the National Register Registration Form (see above).

National Register Programs Guidelines, (NPS-49) - this manual sets forth the administrative policies, procedures, guidelines, and forms for HPF grants-in-aid awarded by NPS. It is a basic reference for those engaged in the administration and financial management of Historic Preservation Fund grants.

Object - The term "object" is used to distinguish from buildings and structures those constructions that are primarily artistic in nature or are relatively small in scale and simply constructed. Although it may be, by nature or design, movable, an object is associated with a specific setting or environment.

Objective - a specific, measurable statement of results that the grantee intends to accomplish in relation to an identified problem within a determined time period. Objectives should be directly related to government-wide goals and strategies for achieving desired change.

Office of Management and Budget Circular A-102 - this circular promulgates the standards for the administration of grants to State and local governments and federally recognized Indian tribes. This circular is implemented by the Department of the Interior through Federal regulation 43 CFR Part 12.

Phased project - an incremental approach to work on a project in which new and distinct elements of work are proposed.

Planning process - the grantee's cycle of procedures and activities for determining its goals, priorities, strategies, programs, and projects required to meet grant-assisted objectives. Basic planning activities include identifying and analyzing needs; setting goals and objectives; determining strategies; assessing available resources; identifying programs to achieve the goals; selecting the combination of programs to be undertaken during the funding period; projecting activities into future years; analyzing and monitoring information; and integrating the results into the process. There are several different types of plans that can be generated from this process: (1) the comprehensive State historic preservation plan, which focuses on establishing a long-term course of action for resource preservation statewide; (2) the office management plan or annual work plan, which focuses on the mission and activities of the office and is reflected in the HPF grant application; and (3) the project or site-specific plan, which lays out specifications, tasks, schedules, and budgets for construction or other work on a particular parcel of land.

Plans and specifications - the detailed working drawings and technical specifications necessary to guide the construction, determine the scope of the work, and provide a firm basis for competitive bidding and contractual obligations for a development project.

Preservation - the act or process of applying measures to sustain the existing form, integrity, and material of a building or structure, and the existing form and vegetative cover of a site. It may include initial stabilization work, where necessary, as well as ongoing maintenance of the historic building materials.

Preservation agreement - an executed contract enforceable in a court of law that binds the owner of property acquired or developed in part with funds authorized by the National Historic Preservation Act, as amended, to assume responsibility for maintenance and administration of the property for a period of time relative to the amount of Historic Preservation Fund assistance provided, and to provide access for viewing and enjoyment by the public in accordance with the terms of the agreement.

Program - programs of Federal agencies, the National Trust for Historic Preservation, the States, local governments and others with fundable roles specified by the National Historic Preservation Act, as amended, for the identification, evaluation, registration, and treatment of historic and archeological resources.

Project - any activity or group of activities (construction or nonconstruction) receiving a contract or subgrant for carrying out the identification, evaluation, registration, or treatment of a historic or archeological resource.

Protection - the act or process of applying measures designed to affect the physical condition of a property by defending or guarding it from deterioration, loss, or attack, or to cover or shield the property from danger or injury. In the case of buildings and structures, such treatment is generally of a temporary nature and anticipates future historic preservation treatment; in the case of archeological sites, the protective measure may be temporary or permanent.

Public benefit - the access and other advantages enjoyed by the public under the terms of the preservation agreement or covenant to the deed of properties assisted by Historic Preservation Fund grants.

Reconstruction - the act or process of reproducing by new construction the exact form and detail of a vanished building, structure, or object, or part thereof, as it appeared at a specific period of time.

Registered historic district - any district listed in the National Register or any district designated under a State or local statute certified by the Secretary as containing criteria that will substantially achieve the purpose of preserving and rehabilitating buildings of significance to the district and that is certified by the Secretary as meeting substantially all of the requirements for listing of districts in the National Register.

Rehabilitation - the act or process of returning a property to a state of utility through repair or alteration which makes possible an efficient contemporary use while preserving those portions or features of the property that are significant to its historical, architectural, and cultural values.

Research Design - a statement of proposed identification, documentation, investigation, or other treatment of a historic property that identifies the project's goals, methods and techniques, expected results, and the relationship of the expected results to other proposed activities or treatments.

Restoration - The act or process of accurately recovering the form and details of a property and its setting as it appeared at a particular period of time by means of the removal of later work or by the replacement of missing earlier work.

SHPO - State Historic Preservation Officer (see below)

Site- the location of a significant event, a prehistoric or historic occupation or activity, or a building or structure, whether standing, ruined, or vanished, where the location itself possesses historic, cultural, or archeological value regardless of the value of any existing structure.

Stabilization - the act or process of applying measures designed to reestablish a weather resistant enclosure and the structural stability of an unsafe or deteriorated property while maintaining the essential form as it exists at present.

State- any of the several States of the United States, the U.S. Virgin Islands, Guam, American Samoa, the Federated States of Micronesia, the Republic of Palau, the Republic of the Marshall Islands, the District of Columbia, the Commonwealth of Puerto Rico, the Commonwealth of the Northern Mariana Islands, and any territory or possession of the United States that may be authorized by Congress to participate in the Federal-State programs under the Act.

State clearinghouse - an agency of State government designated by the governor or by State law to review and disseminate to other interested public agencies for review, notices of intent to apply for a Federal grant and applications for such grants in accordance with pertinent regulations and executive orders.

State Historic Preservation Officer (SHPO) - the person designated by the Governor or chief executive officer in each State to administer the State Historic Preservation Program.

State Plan - see "Comprehensive State Historic Preservation Plan."

Structure - The term "structure" is used to distinguish from "buildings" those functional constructions made usually for purposes other than creating human shelter.

Subgrant - an award of money or property provided in lieu of money, paid by a State as assistance pursuant to a grant. The term includes such financial assistance when provided by contract, but does not include procurements, nor does it include any form of assistance that is excluded in the definition of "grant."

Subgrantee - the agency, institution, organization, or individual to which a subgrant is made by the SHPO (grantee) and which is accountable to the grantee for the use of the funds provided.

Survey - gathering data on the historical and physical character of a community or region through historical research and field identification.

Clemson University
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